

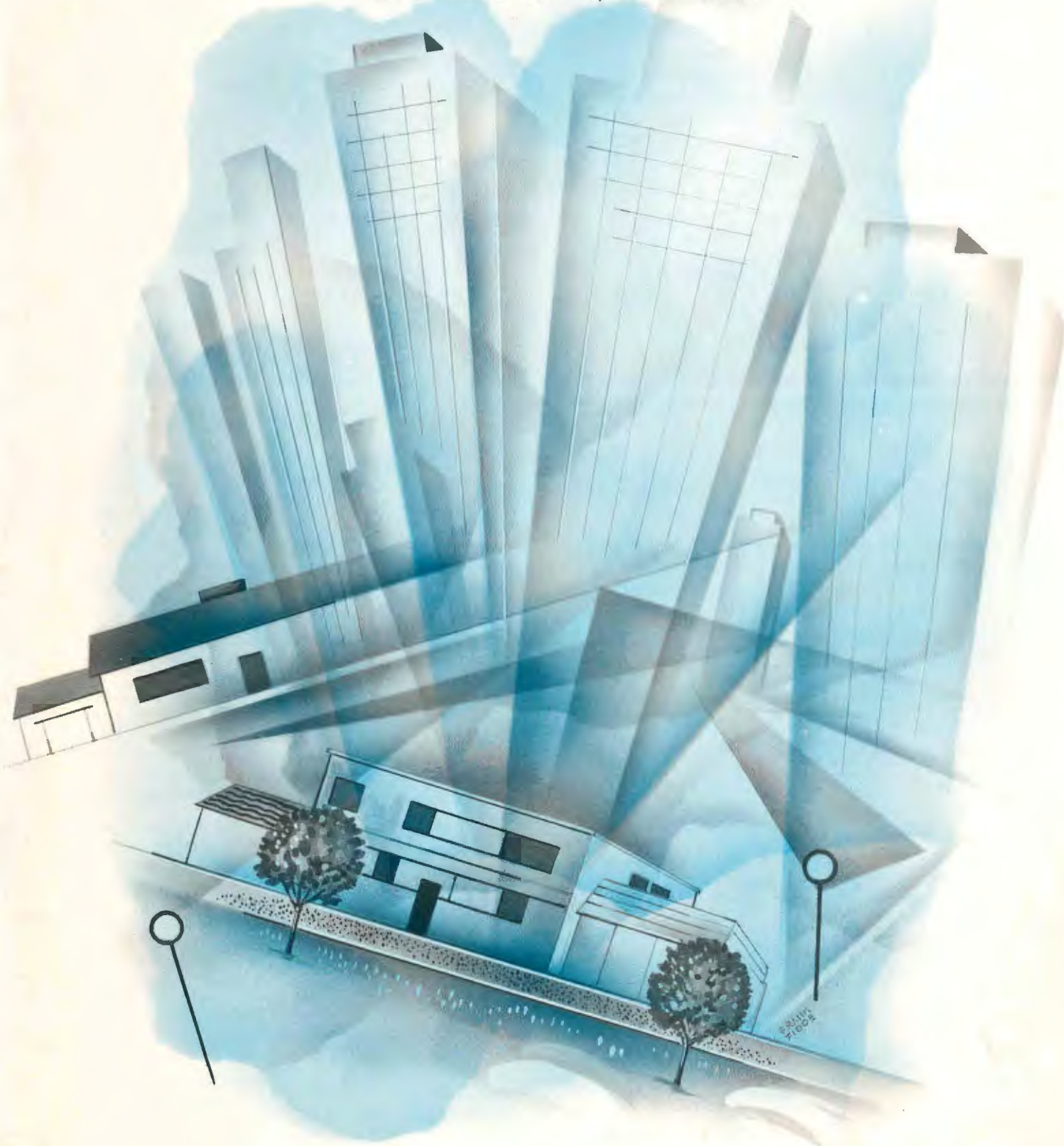


ReviewRevue

COMMUNITY PLANNING

CANADIENNE D'URBANISME

VOL. 19 NO. 1 SPRING/PRINTEMPS 1969



VOLUME 19 NUMBER 1 SPRING/PRINTEMPS 1969

ARTICLES	Page
A PROGRAM FOR URBAN CANADA <i>Hellyer Task Force Report</i>	4
UN PROGRAMME D'ACTION POUR UN CANADA URBAIN <i>Le Rapport de la Commission Hellyer</i>	9
CANADA LEADS IN VSTOL DESIGN <i>J. Douglas Harvey</i>	15
ANATOMY OF THE HOUSING SHORTAGE <i>W. R. Kellough and Wallace Beaton</i>	18
WHAT DO WE MEAN BY CITIZENSHIP? <i>T. S. Chutter</i>	26
HISTOIRE DU REGIME MUNICIPAL AU QUEBEC (Deuxième Partie) <i>Julien Drapeau</i>	27
DEPARTMENTS	
THE PRESIDENT'S PAGE	3
NEWS, VIEWS AND NOTICES	16
PLANNING VACANCIES	25
CPAC NATIONAL LIBRARY	30
POSTSCRIPT	31

COVER COMMENT

Ottawa artist Frank Fidoe introduces this issue's theme: housing and urban development.

COMMENTAIRE SUR NOTRE COUVERTURE

M. Frank Fidoe, artiste d'Ottawa, nous introduit au thème du présent numéro: L'habitation et le développement urbain.

STATEMENT OF OBJECTIVES

- The objective of the Community Planning Association of Canada is to improve the quality of the environment in which people live, to which end the Association:
 - fosters public understanding of community, urban and regional planning;
 - encourages the active participation in planning by informed citizens, and
 - cooperates with other groups on planning matters.
- Without limiting the general objective, the Association aims in particular:
 - to promote education in environmental planning in schools and universities and in programs of continuing adult education;
 - to stimulate the development of new knowledge relating to the environment of human settlement through studies and research and the recording of experience;
 - to accumulate and disseminate information relevant to policies in environmental planning;
 - to cooperate with elected governments, public agencies and other bodies in applying planning concepts and practices to the development of the environment;
 - to provide open forums through which government and the citizen can communicate policies, needs and views on planning matters;
 - to encourage the coordination and integration of public and private programs of planning and development.
- To carry out these objects it shall be the obligation of the members and officials of the Association to develop and conduct programs and to raise funds for that purpose.

ÉNONCÉ DES OBJECTIFS

- Le but de l'Association Canadienne d'Urbanisme est l'amélioration de la qualité des milieux de vie de la communauté humaine. A cette fin, l'Association:
 - promouvoit la compréhension des procédés de planification de la communauté régionale, urbaine et rurale;
 - encourage la participation active du citoyen averti, au processus de la planification du territoire;
 - prête son concours à tous les groupes intéressés à cette planification.
- Sans en restreindre le but général, les objectifs précis de l'Association englobent:
 - la promotion d'un programme d'éducation au niveau des écoles et des universités en matière de planification des milieux de vie;
 - la stimulation de l'évolution des connaissances du milieu de vie de la communauté humaine, par l'étude, la recherche et l'enregistrement des connaissances acquises;
 - la collation et la dissémination de toute information relative aux politiques de planification des milieux de vie;
 - la coopération avec les divers niveaux de gouvernement, les agences et autres corps publics dans l'application des concepts et des pratiques de planification;
 - l'organisation d'assemblées publiques pour permettre la communication réciproque des besoins, points de vue et politiques entre les citoyens et les responsables de la planification du territoire;
 - l'encouragement de la coordination et de l'intégration des programmes publics et privés en matière de planification et de développement.
- Afin d'atteindre ces objectifs, il incombera aux membres et aux officiers de l'Association d'élaborer et de diriger des programmes et d'obtenir les fonds nécessaires à ces fins.



The President's page

I THINK it appropriate, in this first issue of 1969, to reprint CPAC's Statement of Objectives and suggest that we take a moment to reflect on how we, as individuals, are measuring up to the challenges this statement poses.

Presumably we members of CPAC believe these are worthy objectives, otherwise we would hardly belong to this voluntary citizens' organization. Let us remember that, as an association of individuals, our strength lies in the collective, co-operative efforts of all members.

I firmly believe that CPAC will only achieve its objectives when we become just as concerned with the *responsibilities* of membership as we are with its *privileges*. For most of us, this means taking a more active part in developing and participating in programs best suited to the needs of our local communities.

Obviously, we cannot all be members of National Council, Divisional Boards of Directors or Branch Executives. At least, not all at the same time. But we can and should welcome the opportunities of active membership in CPAC, offering our personal talents and services whenever possible for the promotion of worthwhile programs aimed at improving our living environment.

Unfortunately, like many so-called "voluntary asso-

ciations", CPAC seems at times content to play too passive a role in promoting our stated objectives in Canadian communities. There is a danger of becoming too ingrown – "a private club of the converted talking to the converted." Let us ensure by our programs and actions in 1969 that CPAC will not be rightfully subjected to that type of criticism.

Personally, each time I have attended a National Council meeting, I have been reinspired by the fact that this is an Association of doers. While I sit at the council table and listen to what CPAC members are accomplishing in areas from Victoria to St. John's, and the methods used to attain various local projects, I am convinced this is indeed a dynamic, forward-looking and essential organization and that CPAC is playing a worthwhile role in our country. I am also aware of how much more we could accomplish if every member were as dedicated as are the inevitable few.

But I realize that most CPAC members do not have this opportunity to communicate at the national level or to observe the total effect of CPAC's activities. Naturally, their main concern and interests are restricted to the environments in which they live. There is always the danger that our national objectives will be too general, too abstract, too unrelated to community reality. Therefore, we must always be aware of the need to relate our national objectives to local needs and situations.

During my term of office, I intend visiting as many CPAC Divisions and Branches as possible in order to discuss this subject of involvement with you personally. Meantime, please be assured that I am vitally interested in hearing your ideas on how CPAC can more effectively accomplish the objectives we have set ourselves locally, provincially and nationally.

A handwritten signature in dark ink, reading "Allan G. Moffatt". The signature is fluid and cursive, with a long, sweeping underline.

Allan G. Moffatt, P.Eng.
National President.

The Federal Task Force On Housing and Urban Development Proposes

A Program for Urban Canada

Condensation by A. T. PATON, REVIEW Editor

CANADIANS have now had several weeks to study and discuss the 85-page Report of the Task Force on Housing and Urban Development, tabled in the House of Commons on 29 January by the Hon. Paul T. Hellyer.

The observations, criticisms and recommendations this report contains are the result of last fall's whirlwind, nation-wide enquiry set up "to examine housing and urban development in Canada and to report on ways in which the federal government, in company with other levels of government and the private sector, can help meet the housing needs of all Canadians and contribute to the development of modern, vital cities."

More than 500 briefs and other documents from national, regional and local organizations and individuals were received in response to a public invitation last September. From these, some 250 briefs were selected for follow-up oral presentation and questioning. The task force travelled 25,000 miles, visiting 27 centres in 80 days, to hold public hearings, tour specific areas and projects, and talk to residents.

"The members offer no apology for the fact that some of their comments and conclusions stem as much from mental note or emotional impression as they do from proven fact," states the report. "Indeed, they believe that the impressions formed during their too-brief journey across urban Canada are in many cases just as important as the tables of statistics and the background papers which clogged their brief cases. Housing and urban development are, after all, people problems, tied every bit as much to human desires and prejudices as to scientific graphs and calculated logic."

After some obvious and some original comments on the Canadian living environment, the report continues:

"Urgency. That certainly is among the strongest of the Task Force impressions. The need to act while reasonable action is still possible. Many Canadians, whose needs are of yesterdays, want adequate housing today and not tomorrow. Theirs is the voice of frustration that no longer will accept the explanation that

it is "that other" government's responsibility to act. . . . Our cities must come to grips with their major problems now. With pressures so large and problems so complex, tomorrow will not do.

"The Task Force is convinced that Canada has the resources, material, technological and intellectual, to meet these needs and problems. . . . But it is equally convinced that, if these resources are to achieve their most productive and imaginative potential, far-reaching changes are required in the attitudes, organization and effort of all those involved in the urban process. And 'all those' in this context is an embracing phrase. It means governments at all levels. It means industrialists and academics and professionals in various fields. And, far from last, it means the people of Canada themselves who in the end will decide the kind of country and society this is to be.

"Lest there be a misunderstanding, the Task Force did find planning at work in urban Canada. But it frankly was disappointed and discouraged by it. . . . Some planners and officials had an economic term of reference; hardly any seemed to have given much thought to the broader ecological or sociological issues. The urban scene seemed to abound with bureaucrats – but to be sadly lacking in dreamers."

Within the more limited context of the housing supply itself, the task force found evidence of imperfection in the existing market mechanism. Their report puts it this way: "Housing is a universal need, yet the private market on which Canadians have relied is anything but universal in its present scope and application. Housing, in a word, is too expensive for too many Canadians. . . .

"The Task Force found a variety of explanations for this situation, some of them applicable across Canada, others of a more regional or local nature. There are three main components in the cost of a house – the land it is built on, the structure itself and the loan on which it is financed – and all three have contributed to the escalating cost structure in both the home-ownership and rental markets.



Task Force members (l. to r.): Robert Campeau, Ottawa urban developer; Dr. Doris Boyle, Sydney, N.S., economist and sociologist; Dr. James Gillies, Toronto economist and dean of York University's faculty of administrative studies; Hon. Paul T. Hellyer, federal minister of transport (task force chairman); C. E. Pratt, Vancouver architect; Dr. Pierre Dansereau, Montreal ecologist and botanist; W. Peter Carter, Montreal mortgage executive. (CMHC photo)

"Unquestionably the largest single factor, in recent months at least, has been the cost of money, as reflected in spiralling interest rates. If this is the problem most easily identified, however, it also in many respects is the most difficult to deal with because of its undoubted connection with general international monetary conditions. The cost of land, while not a universal problem in Canada, is a severe one in some areas, such as Metropolitan Toronto where the cost of serviced lots has reached \$15,000, and a growing one in others. As for the cost of buildings themselves, this factor undoubtedly has been at work, too, particularly within the context of even-larger houses with ever-more luxurious – and costly – fixtures and services within them.

"That the costs of shelter have risen so rapidly during the past 30 months is serious enough in itself. But the Task Force found that these cost pressures were at work in, and indeed were intensified by, a Canadian housing market suffering from a basic shortage of stock. . . . This was particularly true in certain areas, for the distribution of housing stock and population is in anything but perfect harmony across Canada. In rapid-growth centres such as Yellowknife and Thompson, Manitoba, the problem encountered by the Task Force was not a lack of land or even money as much as a simple case of too few housing units for too many people. In communities such as this, it was not unheard of to uncover cases of people sleeping in basements, kitchens or even automobiles, not out of poverty, but because there

simply was nowhere else to go. These are the extremes, to be sure, but it is worth noting that of the major centres only Montreal has even a minimal vacancy rate for residential units.

"This housing market of relatively short supply and relatively high cost has made the quest for adequate accommodation a major problem for more than the lowest income groups. They have a problem, to be sure, but so do those in the next income brackets, the 'average' wage earners of the \$5,000 to \$7,000 range who in most cases do not qualify for public housing assistance and who should not have to seek such assistance in any case. With the general level of living costs what it is and with single-family dwelling prices what they are, the home-ownership dream of many of these Canadians is just that – a dream. Instead they are left to scramble in the rental market to obtain accommodation, much of it ill-suited for family living and most of it renting at monthly rates well beyond the 27 per cent of income the CMHC handbook says is acceptable for a family budget. This is the group who, in many urban centres, are increasingly earning the designation of the 'affluent poor'."

The task force was particularly critical of present public housing and urban renewal programs in Canada. Its members frankly admit that they changed their views on such projects after talking to the residents directly affected. Despite the testimony of numerous "experts" that future housing policies should be directed to the

provision of more multiple-unit low-rental accommodation, the force found an overwhelming "philosophy of home-ownership" among Canadians of all economic levels. They came out strongly against the "bulldozer" approach to urban renewal, in which large areas of cities were marked off for redevelopment, resulting in the destruction of much renewable existing housing stock. Their recommendations in these areas amount to a call for a new philosophy of renewal.

Again quoting from the report:

"Within the overall tapestry of Canadian housing needs, the Task Force encountered many individual threads, many particular needs and situations apart from or beyond the general problems. Needs like those of Canada's elderly citizens who, if they seek a quiet place of their own in later life, indicated they still wished to remain a part of the community and to retain physical and social contact with it. Like those of the Indian, Eskimo and Metis peoples, many of whom face all the problems of poverty atop the special cross of racial intolerance. The needs of students who arrive in ever-increasing numbers at Canada's universities and colleges to face an ever-increasing problem of obtaining living accommodation on or off the campus. Like the people of the Canadian north – whites who live in housing surprisingly identical to that in the south (except it generally costs more) and non-whites too many of whom, despite some noticeable progress in recent years, continue to live in "housing" which represents a national shame. All of them special problems and needs requiring special programs and effort."

A DECLARATION OF PRINCIPLES

"While realizing that to attempt to state basic principles is to risk slipping into the well of generality, the Task Force believes that at least part of the problem in the field of housing and urban development can be traced to the fact that governments in Canada to this date have not spelled out their primary goals and priorities in this area. The Task Force recommends that the Government of Canada now do so and suggests that such a statement include a declaration that:

1. Housing and urban development are an urgent priority for the people of Canada and must be treated as such by their elected representatives at all levels.
2. Every Canadian should be entitled to clean, warm shelter as a matter of basic human right.
3. While it will take some time to realize this goal, a concerted effort is required by all concerned – governments and the private sector – in the years immediately ahead. A minimum objective must be to produce 1,000,000 additional housing units within the next five years.
4. Within the natural constraints of geography and necessary economic and social limitations, the aim of government policies should be to generate sufficient housing stock of various forms so that all Canadians may exercise their own freedom of



In St. John's, Nfld., task force members take an early morning tour of housing on the Battery. (CMHC Photo)

- choice as to the style and tenure of housing in which they live.
5. This fundamental freedom of choice should not be restricted to those able to compete in the private market, but should also be an underlying principle of public policies to assist low-income groups.
6. The provision of housing assistance to low-income groups can be effective in the long-term only if accompanied by the social and vocational assistance necessary to strike at the root of the poverty problem. The long-term objective must be to sufficiently raise income levels so that all but the most deprived families can compete themselves in the private market.
7. The housing needs of most Canadians can and should be met through the private market. Governments, in providing the necessary regulatory framework, should seek to encourage, not inhibit, the construction industry in serving the population at large.
8. While an active program of new construction is necessary to overcome the present housing shortage, economic, social and aesthetic considerations demand that greater care and effort be taken to preserve and, where necessary, rehabilitate existing housing stock.
9. If Canada needs more housing in a quantitative sense, greater effort also must be made to meet qualitative needs, both in terms of individual housing units and the urban environment in which they exist. Requirements for educational facilities, adequate urban transportation, sufficient open and recreational spaces, clean, unpolluted air – in short, for human and humane urban development – can only be met through effective planning by public agencies.
10. To achieve maximum effectiveness, urban planning must be carried out within a realistic geographical and constitutional context but as free as possible of artificial political, economic and social boundaries.



In Charlottetown, P.E.I., they inspect the first public housing project in the province. (CMHC Photo)

"With these basic principles as a guideline, the Task Force believes a number of concrete steps are necessary to meet the short and long-term needs of an urban Canada. In setting forth their recommendations, the Members have been conscious of the constraints of Canada's present constitution and have attempted to abide by them. In most cases, they also have preferred to state their proposals in general terms, leaving detailed implementation to the responsible governments and their officials."

The task force urges that "its findings and conclusions be taken not as a group of separate and isolated proposals, but rather as a broad and integrated approach to housing and urban development. To take even the most major recommendation and read it, much less implement it, in isolation from the others is to risk an interpretation and a result far removed from that intended by the authors."

"If the Task Force would hope that its recommendations would be considered in the context of a total program, so it would caution that it does not envisage its proposals as being capable or desirous of implementation on anything but a carefully graduated basis. Some of its suggestions clearly can be put into effect with a minimum of delay; the members would hope they would be. Others are of a long-term nature; that is accepted. But all are offered with the proviso that their successful implementation depends in no small part on the capacity of various elements, including the people themselves, to absorb them. To proceed on any other basis is to risk minimizing, if not reversing, the desired results."

RECOMMENDATIONS

1. Financing

- The federal government should seek to encourage and co-ordinate the efforts of private lending institutions to meet the vast majority of Canada's residential mortgage requirements by setting annual targets, by canvassing these lenders twice annually to ensure that

their investment intentions are adequate to meet these goals, and by paying particular attention to the needs of the various regions of Canada.

- A special effort be made to enlist the increasing participation of Canada's rapidly growing pension funds in the field of residential mortgage financing.
- In the event existing lending institutions, including pension funds, fail to allocate sufficient residential mortgage funds to meet national housing goals, the federal government should seriously consider enacting the necessary legislation to establish a system of savings and mortgage institutions designed specifically to serve the residential mortgage market on a regional basis.
- Serious consideration be given to the establishment of a Central Mortgage Bank to provide additional liquidity for existing lending operations and as a necessary prerequisite to the creation of new mortgage institutions.
- The interest rate for insured loans under the National Housing Act be freed to find its own level in the financial marketplace.
- Serious consideration be given to providing alternate forms of insured loans under the National Housing Act to provide greater flexibility for both lenders and borrowers.
- The maximum loan ceiling under the National Housing Act should be substantially increased. (from \$18,000 to \$30,000)
- The amortization period of NHA loans should be lengthened to the extent that it might be of assistance to prospective borrowers.
- Downpayments should be progressively reduced to the point where middle and lower-income groups can obtain modest housing under a lease-purchase system without initial equity participation.
- As a matter of principle, purchasers of existing homes should be entitled to comparable mortgage conditions under the National Housing Act as apply to new houses.
- Effort be made by those concerned to reduce insurance fees, legal charges, real estate commissions and other administrative costs.
- Greater encouragement be given to the use of limited dividend, non-profit and co-operative projects as a means of providing adequate accommodation for lower income groups.

2. Land Cost and Utilization

- All profits from the sale of land should be treated as taxable income. In addition, consideration should be given to a special tax in cases where ownership of land is transferred without improvements.
- Within the recognized limits of market demand, municipalities should ensure that property assessment procedures encourage and not discourage the use of land to its maximum planning potential.
- Municipalities or regional governments, as a matter of continuing policy, should acquire, service and sell all or a substantial portion of the land required for urban growth within their boundaries.
- The federal government should make direct loans to municipalities or regional governments to assist them in assembling and servicing land for urban growth.

- Both provincial and municipal governments review their requirements for the registration, servicing and zoning of land with a view both to simplifying procedures and providing greater flexibility so that the market can serve all income groups and not merely the affluent.
- Provincial governments should assume a much larger share of education costs.

3. Construction Costs and Techniques

- Every possible effort be made to encourage universal adoption of the 1970 National Building Code on a voluntary basis.
- Federal and provincial governments should remove the sales taxes on building materials for residential construction, beginning if necessary, with the rebate of taxes on materials used in houses of modest cost.
- Appropriate officers of the Crown should investigate evidence and allegations of price restraint and unfair labour practices by some building materials suppliers and some building trade unions.
- The possibilities of industrialized building on a further scale should be supported by further research funds, including the financing of pilot projects.
- Serious consideration be given to amending the National Housing Act and, where necessary, municipal by-laws to accord so-called "mobile" homes their proper place within the Canadian housing market.
- The number of progress inspections on NHA-insured housing projects be reduced.
- Renewed and greater effort be devoted by architects and other professionals to improving housing and urban design in general.

4. Social Housing and Special Programs

- The federal government should initiate a thorough research program into the economic, social and psychological issues of public housing. Until such a study is completed and assessed, no new large projects should be undertaken.
- The federal government should make loans to municipalities to acquire dispersed existing housing for use by low-income groups.
- As a further alternative to public housing, serious consideration should be given to a program of income supplements to permit low-income families to rent or even purchase housing according to their own needs in the private market.
- Special housing programs and pilot projects for Canada's Indian, Eskimo and Metis peoples be carefully evaluated after a fair trial period and, if found successful, be vigorously pursued to meet the special needs of these groups.
- Central Mortgage and Housing Corporation, in its direct lending activity, should exercise particular care to ensure that adequate mortgage funds are available both for new and existing dwellings in rural areas.
- Special care should be taken in the selection of sites for projects for elderly citizens to ensure that these people are able to retain physical and social contact with the rest of their community.

5. Urban Development

- Since urban planning can only be done effectively on a regional basis, the provinces should establish a sys-

tem of regional governments, equipped with adequate powers, for each major area.

- The federal government should encourage and co-ordinate a broad program of practical research into urban transportation problems and consider, as other spending priorities permit, establishing a program of loans to municipalities for the development of effective urban transit systems.
- The wholesale destruction of older housing under urban renewal schemes should be suspended until the total housing stock has increased to the point where a reasonable number of vacancies exist.
- As a general principle, greater selectivity should be exercised in the demolition of existing housing within urban redevelopment projects.
- Municipalities should legislate and vigorously enforce minimum standards by-laws.
- Where necessary, municipalities revise property assessment practices to encourage, rather than penalize, the maintenance and improvement of residential properties by their private owners.
- As a matter of principle, property owners should be required to maintain their premises to approved minimum standards and, where and when necessary, to destroy them without compensation by the state.
- Where possible in the case of existing schemes and in future ones involving changes in land use patterns, the present practice of designating wide areas as "urban renewal areas" should be discontinued in favour of policies and plans based on a more precise and effective scale of redevelopment.
- The federal government should undertake in-depth studies to determine the explicit relationship between urban growth and regional development.

6. Administrative Structure

- All governments make every possible effort to streamline and simplify their administrative procedures for dealing with housing and urban development.
- The federal government should establish a Department of Housing and Urban Affairs.
- Within the confines of approved government policy, the administrative functions of Central Mortgage and Housing Corporation should be further decentralized to encourage a more efficient and effective response to local applications and conditions.
- The name of Central Mortgage and Housing Corporation should be changed to Canada Housing Corporation.

7. Research

- The federal government, through a new Department of Housing and Urban Affairs, encourage, support and co-ordinate an expanded urban research program with greater priority on the initiation of practical research programs, including pilot projects.
- The federal government, in co-operation with a provincial government, should seriously consider the construction of a "new city" as a pilot project where proposed urban solutions could be tested in an actual environment.
- A new Department of Housing and Urban Affairs should give early priority to the creation of a central information bank to collect, organize and disseminate available data on these subjects to other governments, agencies, and Canadians generally.

La Commission fédérale d'étude sur le logement et l'aménagement urbain propose un

Programme d'action pour un Canada urbain

DEPUIS quelques semaines la population canadienne a pu étudier et discuter le Rapport de la Commission d'étude sur le logement et l'aménagement urbain qui fut présenté à la Chambre des Communes le 29 janvier par l'Hon. Paul T. Hellyer.

Les observations, critiques et recommandations contenues dans ce rapport sont le résultat de l'enquête rapide à travers le pays constituée pour "examiner la question de l'habitation et de l'aménagement urbain au Canada et proposer des moyens grâce auxquels le gouvernement fédéral, de concert avec d'autres ministères du gouvernement et l'entreprise privée, pourrait aider à répondre aux besoins de tous les Canadiens en matière d'habitation et contribuer à l'aménagement de villes modernes et dynamiques."

La Commission a reçu près de 500 mémoires d'organismes nationaux, régionaux et locaux, et de particuliers, de même que de nombreuses lettres et autres communications en réponse à son invitation publique en septembre dernier. Les auteurs de quelque 250 mémoires, choisis parmi ce lot, ont été invités à présenter verbalement leurs travaux et à fournir des éclaircissements au cours d'audiences publiques à travers le pays. En tout, la Commission a visité 27 centres différents, couvrant une distance de 25,000 milles en 80 jours. Bien que la visite de chacun de ces centres ait comporté des audiences publiques sous une forme ou sous une autre, le programme ne s'est pas limité à ces réunions officielles. On avait aussi organisé des visites de quartiers ou de projets particuliers d'habitation pour permettre aux membres de la Commission de se rendre compte par eux-mêmes des conditions de logement, et, souvent aussi, de s'entretenir directement avec les occupants.

"Les commissaires n'ont pas à s'excuser si certaines de leurs observations et conclusions reposent tout autant sur des réminiscences ou des impressions émotives que sur des faits concrets", mentionne le rapport. "Ils estiment, en somme, que les impressions qu'ils rapportent d'une trop brève tournée dans les villes canadiennes sont, dans bien des cas, tout aussi probantes que les tableaux statistiques et la documentation dont leurs ser-

viettes sont bourrées. Après tout, le logement et l'aménagement urbain sont des problèmes humains tout aussi étroitement liés aux aspirations et aux préjugés de l'humanité que les schémas scientifiques et les raisonnements logiques."

Après plusieurs commentaires sur les milieux de vie de la communauté au Canada, le rapport continue:

"Urgence. C'est assurément une des impressions les plus vives de la Commission. Il est nécessaire d'agir pendant qu'une intervention raisonnable est encore possible. Beaucoup de Canadiens, dont les besoins datent d'hier, réclament des logements pour aujourd'hui-même et non pour demain. Ils parlent avec la voix du ressentiment et n'acceptent plus qu'on leur dise que la responsabilité doit retomber sur 'tel autre' gouvernement. . . Nos villes doivent s'attaquer dès maintenant à leurs problèmes fondamentaux. Les pressions se font si fortes, et les problèmes si complexes, que, demain, il sera trop tard.

"La Commission d'étude est convaincue que le Canada a les ressources matérielles, techniques et intellectuelles nécessaires pour répondre à ces besoins et surmonter ces difficultés. . . Mais la Commission est également persuadée que, pour obtenir de ces ressources le rendement le plus productif et le plus fécond, il faudra que les attitudes, les méthodes et les efforts de ceux sur qui repose l'avenir des villes soient profondément modifiées. Et ceux-là sont très nombreux. Il s'agit des gouvernements à tous les échelons; les industriels, les théoriciens et les spécialistes de toutes les disciplines; enfin, et surtout peut-être, les Canadiens eux-mêmes qui, en définitive, auront à décider quel genre de pays et de société ils veulent édifier.

"Pour dissiper tout malentendu, précisons que la Commission a constaté l'existence d'une planification urbaine au Canada. Mais, pour parler franc, elle en a été déçue et découragée. . . Certains urbanistes et fonctionnaires ont une optique exclusivement économique; on n'en trouve guère qui aient tenté d'approfondir les problèmes écologiques et sociologiques plus généraux. La scène urbaine semble regorger de bureaucrates mais elle manque lamentablement de rêveurs."

“Dans le domaine plus limité du marché de l’habitation, la Commission a relevé de nombreux indices de mauvais fonctionnement des rouages existants.” Ceci est expliqué dans leur rapport comme suit: “Le logement est un besoin universel; pourtant, le marché privé, sur lequel les Canadiens ont dû compter, est loin d’être universel quant à sa portée et à son accessibilité. En un mot, le logement est trop cher pour trop de Canadiens. S’il n’est pas vrai, comme on le soutient communément, qu’il est impossible à tout Canadien qui gagne moins de \$8,000 par an de s’acheter une maison dans les conditions actuelles, cette affirmation, vaut, toutefois, pour certaines régions métropolitaines; dans beaucoup d’autres, cependant, il suffit d’un revenu ‘moyen’ pour pouvoir faire l’acquisition d’une maison familiale ‘moyenne’.

“Pour expliquer cet état de choses, la Commission a trouvé diverses raisons dont quelques-unes s’appliquent à tout le Canada et d’autres à une région ou à une localité en particulier. Trois éléments principaux entrent dans le coût d’une maison: le terrain, le bâtiment et le prêt de financement. Ces trois éléments ont tous contribué à l’escalade des coûts, tant pour les propriétaires que pour les locataires.

“Sans aucun doute, le facteur dominant, pris isolément, du moins ces derniers mois, a été le prix de l’argent qui s’est traduit par une montée en flèche des taux d’intérêt. La hausse des taux hypothécaires a été le problème le plus universel et le plus aigu; cependant, à divers égards, c’est aussi celui auquel il est le plus difficile de s’attaquer du fait qu’il est incontestablement lié aux conditions monétaires internationales. Le coût des terrains, bien qu’il ne soit pas particulièrement élevé partout au Canada, pose un grave problème dans certains centres urbains comme Toronto où le prix des terrains viabilisés a atteint \$15,000; dans d’autres régions, ce prix continue d’augmenter. Pour ce qui est de l’habitation elle-même, ce facteur de coût a sans aucun doute joué, d’autant plus que les clients réclament des maisons de plus en plus spacieuses en même temps que des accessoires et services de plus en plus luxueux – et coûteux.

“Une augmentation aussi rapide du coût des habitations en une trentaine de mois pose déjà un problème grave. Mais la Commission a constaté que les pressions qui s’exercent sont encore accentuées par un marché canadien du logement qui souffre d’une pénurie aiguë. . . . C’est particulièrement vrai dans certaines régions car la répartition domiciliaire est loin de correspondre, partout au Canada, à la répartition démographique. Dans les centres à croissance rapide, comme Yellowknife et Thompson (Man.), le problème que la Commission a constaté n’est pas un manque de terrains ni même d’argent; c’est plutôt qu’il y a trop de monde et pas assez de logements. Dans les collectivités comme celles-là, il n’est pas inusité que des gens couchent dans des caves, des cuisines ou même des automobiles, non pas parce qu’ils sont pauvres mais tout simplement

faute de mieux. Ce sont là des cas extrêmes, bien sûr, mais il est bon de noter que, de tous les grands centres, Montréal est la seule ville qui possède quelques rares unités domiciliaires excédentaires.

“Parce que l’offre est insuffisante et que les coûts sont relativement élevés, la demande de logements convenables, sur le marché de l’habitation, pose un problème majeur qui n’est pas limité aux ‘économiquement faibles’. Bien sûr, ces derniers éprouvent des difficultés mais les Canadiens des échelons intermédiaires de revenu, ceux dont le salaire se situe entre \$5,000 et \$7,000 et qui, dans la plupart des cas, ne peuvent pas profiter des logements publics ou ne devraient pas, en tout cas, avoir à solliciter cette assistance, se trouvent dans la même situation. Le niveau général du coût de la vie et les prix des logements unifamiliaux étant ce qu’ils sont, le rêve de devenir propriétaires, que caressent de nombreux Canadiens, n’est au fond qu’une chimère. On les laisse se débrouiller seuls sur le marché et se disputer des logements dont un grand nombre ne conviennent pas à la vie familiale et dont le prix, la plupart du temps, dépasse largement le niveau de 27 p. 100 du revenu que la SCHL juge acceptable dans la plaquette qu’elle a publiée sur le budget familial. Ce sont bien eux qui, dans beaucoup de centres urbains, méritent de plus en plus l’appellation de ‘pauvres opulents’.

La Commission a critiqué particulièrement les présents programmes de logements publics et de réaménagement urbain au Canada. Ses membres admettent franchement qu’ils ont changé leurs idées concernant ces projets après s’être entretenus avec ceux qui y habitent. En dépit du témoignage de plusieurs ‘experts’ que la politique de l’habitation devrait se diriger vers un plus grand nombre de logements multiples et à bas prix, les commissaires n’ont guère été surpris de constater qu’il existe une aussi forte proportion de candidats à la propriété au sein de la population canadienne. Ils contestent fortement l’idée que le seul moyen efficace d’effacer la laideur de certains quartiers est de raser au boutoir mécanique et de tout recommencer.

Le rapport de la Commission continue: “La Commission a constaté que de nombreux fils s’entrecroisent pour former le tissu des besoins canadiens en matière d’habitation; beaucoup de situations et de cas se distinguent des problèmes généraux et en débordent le cadre. Il y a, par exemple, le cas des citoyens âgés qui, tout en cherchant un endroit où passer paisiblement les dernières années de leur vie, tiennent quand même à continuer de faire partie de la collectivité et à garder avec elle un contact matériel et social; celui des Indiens, des Esquimaux et des Métis, dont beaucoup se heurtent à tous les problèmes de la pauvreté et supportent le fardeau supplémentaire de l’intolérance raciale; celui des étudiants de plus en plus nombreux qui fréquentent les universités et les collèges du Canada où la pénurie de logements, dans les bâtiments de l’université ou en ville, se fait de plus en plus aiguë; celui des habitants



A Montréal, certains commissaires s'entretiennent avec des résidents des "Etables Youville", un projet de réaménagement urbain privé dans le bas de la ville. (Photo SCHL)

du Grand Nord où les Blancs habitent des maisons qui ressemblent étrangement à celles du sud (sauf que, en règle générale, elles coûtent plus cher) et où les gens d'autres races continuent en trop grand nombre, en dépit des progrès appréciables réalisés ces dernières années, d'habiter des 'logis' qui sont une honte pour la nation. Ce sont là des problèmes et des besoins spéciaux qui exigent des programmes et des efforts spéciaux."

DECLARATION DE PRINCIPES

"La Commission sait bien qu'en essayant d'énoncer des principes de base, elle risque de tomber dans des généralités, mais elle estime quant même que le problème qui se pose, dans le domaine du logement et de l'aménagement urbain, provient au moins en partie du fait que les gouvernements du Canada, jusqu'à ce jour, n'ont jamais exposé clairement leurs objectifs généraux et établi leurs priorités dans ce domaine. La Commission recommande que le gouvernement du Canada fasse maintenant un tel exposé qui devra comprendre une déclaration à l'effet que:

1. Le logement et l'aménagement urbain constituent une priorité urgente pour la population du Canada et doivent être traités comme telle par ses représentants élus à tous les échelons.
2. Tout Canadien devrait avoir accès à un logis propre et bien chauffé, ceci étant un droit fondamental de l'homme.
3. Sans doute faudra-t-il un certain temps pour réaliser cet objectif, mais tous les intéressés – les gouvernements et le secteur privé – devront y apporter un effort concerté dans les années qui viennent. L'objectif minimal devra être de produire un million d'unités de logement d'ici cinq ans.
4. Dans le cadre des contraintes naturelles de la géographie et des restrictions économiques et sociales nécessaires, les politiques de l'Etat doivent viser à faire réaliser assez de logements de types divers pour que tous les Canadiens puissent exercer leur liberté de choix quant au style et aux conditions

d'occupation du logement qu'ils habitent.

5. Cette liberté fondamentale de choix ne doit pas se limiter aux personnes capables de soutenir la concurrence sur le marché privé, mais doit être également un principe sous-jacent aux politiques publiques visant à aider les groupes à faibles revenus.
6. L'assistance en matière de logement accordée aux groupes à faibles revenus ne peut être efficace à long terme que si elle s'accompagne de l'assistance sociale et professionnelle nécessaire pour s'attaquer à la racine du problème de la pauvreté. L'objectif à long terme doit être d'élever suffisamment le niveau des revenus de sorte que tous, sauf les familles les plus miséreuses, puissent se faire concurrence sur le marché privé.
7. Les besoins de logement de la plupart des Canadiens peuvent et doivent être satisfaits par le marché privé. Les gouvernements doivent établir les règlements nécessaires, de façon à encourager et non décourager l'industrie de la construction à servir la population en général.
8. Même si un programme vigoureux de constructions nouvelles s'impose pour pallier à la présente pénurie de logements, certaines considérations d'ordre économique, social et esthétique exigent plus de soins et d'efforts en vue de préserver et, au besoin, de restaurer les logements existants.
9. Si le Canada a besoin de plus de logements, au point de vue quantitatif, il faudra également un plus grand effort pour répondre à certains besoins qualitatifs, tant à l'égard des logements mêmes qu'à l'égard du milieu urbain qui les encadre. Les besoins d'institutions d'enseignement, de bons transports urbains, d'espaces libres, de lieux de loisirs, d'air pur et non pollué, bref les besoins d'un aménagement humain et humanitaire ne peuvent être satisfaits sans une planification efficace par des organismes publics.
10. Pour réaliser une efficacité maximale, la planification urbaine doit se faire dans un contexte constitutionnel et géographique réaliste aussi libre que possible d'encombrements politiques, économiques et sociaux artificiels.

"Dans l'optique de ces principes de base, la Commission estime que certaines mesures concrètes s'imposent pour répondre aux besoins à court terme et à long terme d'un Canada urbain. En énonçant leurs recommandations, les membres de la Commission ont été conscients des contraintes imposées par la présente constitution du pays et ont essayé de s'y conformer. Dans la plupart des cas, ils ont en outre préféré énoncer leurs propositions dans des termes généraux, pour laisser le soin des détails de mise en œuvre aux gouvernements responsables et à leurs fonctionnaires."

"La Commission souhaite que ses conclusions et constatations ne soient pas considérées comme un groupe de propositions distinctes et isolées, mais plutôt

comme une conception générale et intégrée du logement et de l'aménagement urbain. En prenant même la plus importante de nos recommandations et en l'isolant des autres, à fortiori en la mettant à exécution, on risquerait d'aboutir à une interprétation et à des résultats très éloignés de ceux que les auteurs ont envisagés.

"Tout en espérant que l'on tiendra compte de ses recommandations dans le cadre d'un programme global, la Commission signale qu'on ne peut et qu'on ne doit songer à les appliquer qu'avec circonspection et par degrés. Parmi ses propositions, certaines peuvent nettement être mises en application à brève échéance; en tout cas, c'est ce que les membres espèrent. D'autres propositions sont telles que leur application ne saurait se faire qu'à long terme; cela est admis. Toutes les recommandations comportent, comme condition importante de leur application fructueuse, la capacité qu'ont les divers éléments, y compris les gens eux-mêmes, de les absorber. Procéder suivant d'autres critères, ce serait s'exposer à atténuer, voire à annuler, les résultats souhaités."

RECOMMANDATIONS DE LA COMMISSION

1. Financement

- Que le gouvernement fédéral cherche à favoriser et à coordonner les efforts des institutions prêteuses privées pour répondre, en très grande partie, aux besoins de prêts hypothécaires du Canada en établissant des objectifs annuels, en visitant ces prêteurs deux fois par an afin de s'assurer que leurs plans d'investissements suffiront à réaliser ces objectifs, et en attachant une attention particulière aux besoins des diverses régions du Canada.
- Qu'un effort tout particulier soit fait pour assurer la participation croissante des caisses de retraite, en rapide expansion, au financement hypothécaire de la construction d'habitations.
- Que, dans le cas où les institutions prêteuses existantes, y compris les fonds de pensions, ne libéreraient pas suffisamment de fonds hypothécaires domiciliaires pour répondre aux objectifs nationaux en matière de logement, le gouvernement fédéral songe sérieusement à adopter les mesures législatives nécessaires pour établir un réseau d'institutions d'épargne et d'hypothèques ayant pour objet précis de servir le marché hypothécaire domiciliaire sur le plan régional.
- Que l'on examine sérieusement l'opportunité d'établir une banque centrale d'hypothèques afin d'assurer une liquidité supplémentaire pour les opérations de prêts existantes et comme premier jalon nécessaire à la création de nouvelles institutions hypothécaires.
- Que le taux d'intérêt des prêts assurés en vertu de la Loi nationale sur l'habitation puisse librement trouver son propre niveau sur les marchés financiers.
- Qu'on songe sérieusement à autoriser d'autres formes de prêts assurés en vertu de la Loi nationale sur l'habitation afin d'en rendre les conditions plus souples pour les prêteurs aussi bien que pour les emprunteurs.
- Que le plafond des prêts consentis en vertu de la Loi nationale sur l'habitation soit relevé sensiblement.

- Que la période d'amortissement des prêts consentis en vertu de la LNH soit prolongée dans la mesure où les emprunteurs éventuels pourront en bénéficier sensiblement.
- Que les versements initiaux réduits progressivement jusqu'au point où les personnes à revenu moyen ou modique puissent obtenir des logements modestes au moyen d'un système d'achat-bail sans être tenues de verser de somme initiale.
- Que, par principe, les acheteurs de maisons existantes aient droit, en vertu de la Loi nationale sur l'habitation, à des conditions hypothécaires comparables à celles qui s'appliquent aux nouvelles habitations.
- Que les intéressés s'emploient à réduire les frais d'assurance des prêts, les frais juridiques, les commissions immobilières et les autres frais administratifs.
- Que soit favorisé davantage le recours aux formules de la société à dividendes limités, de la société sans but lucratif et de la coopérative comme moyens de procurer suffisamment de logements aux groupes à faible revenu.

2. Coût et utilisation des terrains

- Tout bénéfice provenant de la vente de terrain devrait être envisagé comme un revenu imposable. En outre, on pourrait peut-être exiger un impôt spécial en cas de cession d'un terrain auquel nulle amélioration n'a été apportée.
- Selon les limitations reconnues de la demande sur le marché, les municipalités devraient veiller à ce que les modalités d'évaluation foncière tendent à promouvoir, non à décourager, l'utilisation optimale, des terrains d'après les perspectives qu'offre la planification.
- Les municipalités ou les gouvernements régionaux devraient inscrire à leur politique permanente, l'acquisition, l'aménagement et la vente de la totalité ou d'une proportion appréciable des terrains nécessaires à leur expansion dans les limites de leur territoire.
- Le gouvernement fédéral devrait consentir des prêts directement aux municipalités ou aux gouvernements régionaux pour les aider à regrouper et à aménager les terrains nécessaires à leur expansion.
- Les gouvernements provinciaux et municipaux devraient modifier leurs exigences au sujet de l'enregistrement, de la viabilisation et du zonage des terrains en vue de simplifier les méthodes et d'en accroître la souplesse, pour que le marché desserve tous les groupes de revenu, et non pas seulement les gens à l'aise.
- Les gouvernements provinciaux devraient acquitter eux-mêmes une part beaucoup plus grande des frais de l'enseignement.

3. Frais et techniques de construction

- Tous les efforts possibles soient faits pour favoriser l'adoption par tous, de façon volontaire, de l'édition de 1970 du Code national du bâtiment.
- Le gouvernement fédéral et les gouvernements provinciaux suppriment les taxes de vente imposées sur les matériaux de construction résidentielle, en commençant au besoin par une ristourne des taxes imposées sur les matériaux utilisés dans la construction de maisons à faible prix.
- Des agents spécialisés de la Couronne fassent enquête sur les dépositions et les allégations concernant les entraves financières et les méthodes de travail déloyales imposées par certains fournisseurs de maté-

riaux de construction et par certains syndicats ouvriers de la construction.

- Les possibilités d'industrialiser la construction sur une nouvelle échelle devraient être étudiées grâce à de nouvelles subventions de recherches, y compris le financement d'études pilotes.
- Une modification de la Loi nationale sur l'habitation et au besoin, des règlements municipaux soit sérieusement envisagée, afin d'accorder aux 'maisons mobiles' la place qui leur revient sur le marché canadien de l'habitation.
- Soit réduit le nombre d'inspections à pied d'œuvre des travaux de construction domiciliaire assurés en vertu de la L.N.H.
- Les architectes et autres professionnels doivent renouveler et amplifier leurs efforts en vue d'améliorer la conception de l'habitation et de l'aménagement urbain en général.

4. Logement social et programmes spéciaux

- Que le gouvernement fédéral entreprenne un programme de recherches en profondeur portant sur les aspects économique, social et psychologique du logement public. Aucun grand ensemble domiciliaire ne devrait être mis en chantier avant que cette étude ne soit terminée.
- Le gouvernement fédéral devrait consentir des prêts aux municipalités pour leur permettre d'acquérir des logements isolés qui serviront aux groupes à faible revenu.
- Comme solution à la question du logement public, on devrait considérer sérieusement un programme de suppléments de revenus qui permettrait aux familles à faible revenu de louer ou même d'acheter des logements conformes à leurs besoins sur le marché privé.
- Qu'on évalue soigneusement, après une période d'essai raisonnable, les programmes spéciaux de logement et les projets-témoins à l'intention des Indiens, des Esquimaux et des Métis du Canada et, s'ils sont couronnés de succès qu'on les poursuivra rigoureusement afin qu'ils répondent aux besoins particuliers de ces groupes.
- La Société centrale d'hypothèques et de logement, lorsqu'elle accorde des prêts directs, s'assure tout particulièrement qu'on dispose de fonds hypothécaires suffisants pour la construction, dans les régions rurales, de nouvelles habitations et la rénovation de celles qui existent déjà.
- De choisir avec soin les emplacements des maisons pour personnes âgées, afin que celles-ci puissent rester en relations humaines et sociales avec la société.

5. L'aménagement urbain

- Puisque la planification urbaine ne peut se faire de façon efficace qu'à l'échelon régional, les provinces devraient établir un réseau d'administrations régionales dotées de pouvoirs suffisants, pour chacune de leurs grandes régions.
- Le Gouvernement fédéral favorise et coordonne un vaste programme de recherches pratiques sur les problèmes du transport urbain et qu'il songe, dans la mesure où le permettront ses autres obligations financières, à établir un programme de prêts aux municipalités pour l'aménagement de réseaux de transport urbain efficaces.

- La démolition massive des vieilles habitations effectuée en vertu des plans de réaménagement urbain soit suspendue jusqu'à ce que le patrimoine immobilier se soit accru au point où il existe un nombre raisonnable de logements vacants.
- De façon générale, on fasse montre d'un esprit plus critique quand il s'agit de démolir des bâtisses dans les zones de réaménagement urbain.
- Les municipalités adoptent et fassent respecter rigoureusement des règlements sur les normes minimales.
- Là où cela est nécessaire, les municipalités modifient leur système d'imposition des propriétés de façon à encourager, et non pas à punir, l'entretien et l'amélioration des propriétés domiciliaires par leurs propriétaires.
- Les propriétaires de logements soient tenus par principe de maintenir leurs locaux au niveau des normes minimales et, si cela devient nécessaire, de les démolir sans dédommagement de la part de l'Etat.
- Là où cela est possible, lorsqu'il s'agit de projets existants ou de ceux à venir qui impliquent des modifications du régime d'utilisation des terres, la coutume actuelle de désigner de vastes étendues sous le nom de 'secteurs de réaménagement urbain' devrait être abandonnée en faveur de programmes et de plans fondés sur une échelle de réaménagement plus précise et plus efficace.
- Le gouvernement fédéral entreprenne des études en profondeur pour établir clairement les relations qui existent entre la croissance urbaine et l'aménagement régional.

6. Structure administrative

- Que tous les gouvernements ne ménagent rien pour assouplir et simplifier leurs méthodes administratives en ce qui a trait aux questions de logement et d'aménagement urbain.
- Que le gouvernement fédéral institue un ministère du Logement et des Affaires urbaines.
- Que, dans les limites de la politique gouvernementale adoptée, les fonctions administratives de la Société centrale d'hypothèques et de logement soient davantage décentralisées afin de répondre avec plus d'efficacité aux demandes et aux conditions locales.
- Que la Société centrale d'hypothèques et de logement devienne la Société canadienne du logement.

7. Recherche

- Le gouvernement fédéral, par la création d'un ministère du Logement et de l'Urbanisme, devrait encourager, appuyer et coordonner la mise en œuvre d'un programme accéléré de recherche en urbanisme, en accordant la priorité à la mise en œuvre de programmes concrets de recherche, y compris des ensembles domiciliaires témoins.
- Le gouvernement fédéral, en collaboration avec un gouvernement provincial, songe sérieusement à construire une 'ville nouvelle', en réalisant un projet pilote permettant de vérifier dans un milieu réel des conceptions nouvelles de l'aménagement urbain.
- Le nouveau ministère du Logement et de l'Urbanisme accorde bientôt la priorité à la création d'un Bureau central d'information, en vue de rassembler et de classer les données dont on dispose à cet égard, puis d'en faire part aux autres gouvernements et organismes et à l'ensemble des Canadiens.



Swift, quiet and efficient inter-city air service, using tilt-wing VSTOL aircraft like the one depicted above landing in downtown Montreal, could be an answer to tomorrow's transportation problems. Canadair is building a military version now for the Canadian Armed Forces. Below is an artist's conception of the CX-84 operating from a destroyer.



Transportation for Tomorrow

Canada Leads in VSTOL Design

By J. DOUGLAS HARVEY

THE long-awaited decision on the choice of a site for the new Montreal International Airport is bringing into focus the futility of planning for ever bigger and bigger aircraft.

Those aircraft monsters like the Boeing 747 can carry close to 500 people. When they start to roll in 1970 our present airport services will be out of date.

Last year Montreal airport handled some 5,000,000 passengers even though it was planned and designed to handle only 4,000,000. By the end of the year 1975, some 15,000,000 people will expect to fly in or out of the airport.

The decision to build the new \$300,000,000 airport was announced by the federal government last year. The location has yet to be officially announced but it is hinted by the Quebec government to be near Drummondville. Other reports say the federal government favours a location west of the present airport and in a position to handle traffic for both Ottawa and Montreal.

The delay in making this site choice is causing concern, for the "jumbo jets" are rapidly approaching and will be calling for landing instructions in about 12 months time.

While the site battle rages and airline officials chew their nails about how they will handle 500 people and their baggage everytime an aircraft lands, a new Canadian project offers a long term solution.

Without fuss or fanfare, Canada has become a world leader in VSTOL utility transport aircraft design. VSTOL? It stands for Vertical and Short Takeoff and Landing. The Department of Industry and Canadair Limited have jointly funded the CL-84 aircraft that has taken an amazing world lead in this type of flying.

Canadair has already designed and flown one prototype machine and now has three military versions a-building at their plant in Montreal. These are designated CX-84 for the Canadian Armed Forces. The present configura-

tion with two engines is relatively small but will carry 13 troopers plus pilot and are forerunners of a new mode in mobility for the Canadian Armed Forces.

Much larger versions are already under study for both military and civil operations.

Future tilt-wing aircraft promise a city-center to city-center air service which would be unbelievably swift, quiet and efficient. For example the run from the Skyline Hotel in Ottawa to the Queen Elizabeth Hotel in Montreal would take approximately 30-40 minutes *including* boarding and unloading. It would eliminate the fight to the airport on crowded roads, the delay for cabs or circling above the airport waiting for a turn in the landing pattern.

In essence the CL-84 offers the ultimate in convenience we have always heard would come with the helicopter but which has never arrived. Although the helicopter can takeoff vertically and hover just like the CL-84, it cannot fly the forward speeds needed for fast inter-city service. They also suffer from very high operating costs and difficulties in meeting rigid, conventional aircraft, flight schedules.

Route distances such as Toronto-Montreal of some 350 miles would be ideal for the CL-84 tilt-wing aircraft. Operating from city-center to city-center they would reduce the total time needed from hotel to hotel to approximately one hour.

A new system of air traffic control will be needed to supervise the safe operation of this type of aircraft. Long runways and long low approaches by the aircraft are not needed. Aircraft could land and takeoff simultaneously from many directions. Arrivals and departures, by being vertical, offer the minimum of noise to surrounding areas. Today you can circle a busy airport for hours waiting your turn to land. Such annoyances would be largely eliminated with tilt-wing aircraft.

Since we are rapidly approaching traffic maximums, at our major air-

ports, our present air traffic system cannot grow unless it is designed around vertical rising machines. Present ATC methods could still be maintained for very long range international traffic, but domestic routes would switch to the faster more economical vertical traffic patterns. In this way the frequency of service could grow to meet demand.

Ideally, the tilt-wing CL-84 system would be coupled to supersonic transports like the Concorde, due to fly this spring. The Concorde would be used for trans-oceanic flights into major airports that are serviced by tilt-wing aircraft giving fast dispersal of the passengers throughout the country.

This summer if you notice a two engine, medium sized aircraft suddenly stop in mid-air, you'll know it's the CL-84. Its wing will rotate until the engines are vertical and then it will gently descend to the ground.

Its 14 foot fibre glass propellers give out a low swishing sound. A great benefit when operating in a city-center.

In cruising flight, the CL-84 looks and performs like a conventional airplane.

What is now needed is a major push to move the concept through military evaluation into the civilian models of the future. Like all new aircraft programs, the initial development cost is high. However, rapidly advancing Canadian VSTOL technology can provide a single vehicle for an extremely wide range of air transportation requirements that are presently handled by helicopters and conventional aircraft.

Should the people demand faster and more convenient city-center to city-center air transport, Canada has the ability to produce. Canada, in fact, stands a great chance to capture world markets and become another leader in air transportation.

Like most Canadian endeavours however, few people know about the opportunity we have.

NEWS, VIEWS, AND NOTICES

URBAN INFORMATION SERVICE PROPOSED

The Chairman of the Canadian Council on Urban and Regional Research, Eric Beecroft, has announced that this year the Council is sponsoring the groundwork needed to set up a comprehensive Canadian urban information service. The Council proposes to enlist a representative group of municipal officials and others who use urban information to guide the project, and to entrust specific design of the urban information service to a small team of experts in the organizing and delivery of information.

"Grave issues are faced by those responsible for guiding Canada's rapid urbanisation," Mr. Beecroft said, "and they should have the best possible facilities for finding pertinent facts."

"The study of urban questions is speeding up, and the new documents coming out of Canadian experience in community building now run to thousands per year. Local and regional systems are emerging to index and deliver some of this material, but officials and researchers still waste far too much time and money looking for the evidence they need. The Council is convinced that the logical next step is to design a coast-to-coast network through which the results that count can be brought to bear on the making of urban policy at any point."

Last August CCURR conducted a two-day symposium, attended by a distinguished panel of advisers, who agreed that the job should include: (1) an inventory of present Canadian sources of urban information; (2) a survey of the way policy-makers go after what they need; and (3) the development of indexing and transmission facilities to bridge the gaps and to tie in with related information services.

The Canadian Council on Urban and Regional Research was founded in 1962 to promote urban research and to assist in the distribution of available knowledge. Its membership is drawn from governments, universities and the urban professions. The Council publishes a comprehensive annual bibliography "Urban & Regional REFERENCES" and sponsors urban studies and the planning of urban research.

TPIC WIDENS MEMBERSHIP

The Town Planning Institute of Canada (TPIC) is conducting a membership drive this spring, aimed at bringing in those who have had extensive and responsible experience in planning, but who do not possess the formal qualifications of professional training and education normally required for TPIC membership.

Known as "Operation Round-up", the campaign is addressed primarily to persons who have worked at least 10 years in the field, are over 34 years of age and have acquired through experience a degree of competence comparable with that of the 600 professionally-qualified members of TPIC across Canada.

Applications must be received by 31 March 1969. Personal interviews will then be arranged, probably during May and June, in Vancouver, Edmonton, Winnipeg, Toronto, Montreal, Halifax and possibly elsewhere.

To obtain further information and copies of the application form, please contact Mr. Harry N. Lash, chairman of TPIC's "Operation Round-up",

CPAC IN MANITOBA

CPAC's first provincial conference of 1969, held in Winnipeg 22-24 January, was a preview of last month's Canadian Urban Transportation Conference in Toronto. Jointly sponsored by the Manitoba Division and Winnipeg Branch, the three-day program dealt with a specific area of planning — namely, transportation in Manitoba.

Among the approximately 150 registered delegates were members of CPAC's National Executive Committee, who took this opportunity to schedule their first meeting of the year in Winnipeg immediately following the "Man in Motion" conference.

Mr. Jack S. Heke of Winnipeg was re-elected chairman of the Manitoba Division. Mr. William R. Milner of Selkirk and Mrs. Myrtle Sutherland of Winnipeg were named first and second vice-chairmen, respectively. The Winnipeg Branch executive for 1969 is chaired by Mr. John Le Maître, with Messrs. Scufti Borgford and Ross Norris vice-chairmen.

P.O. Box 1874, Station Place d'Armes, Montreal 126, Que.

St. John's, Newfoundland, seen here from the Lower Battery, is the oldest New World town founded by Europeans. For more than 450 years fishing vessels from many nations have harboured in this snug cove.

Today 100,000 people live in St. John's. They are equally proud of its heritage and of its modern status as the capital city of Canada's newest province.

From 14 to 17 September 1969 St. John's will host CPAC's National Planning Conference. You are invited to partake of its hospitality and participate in this year's challenging conference program.

Plan now to be with us in St. John's in September. Preliminary program and advance registration form will be mailed to all CPAC members in June.



PLAN POUR L'ETABLISSEMENT D'UN SERVICE D'INFORMATION URBAINE

Le président du Conseil canadien de recherches urbaines et régionales, Eric Beecroft, a annoncé que le Conseil accordera cette année son soutien au travail de base nécessaire à l'établissement d'un service compréhensif canadien d'information urbaine. Le Conseil propose d'enrôler un groupe représentatif de fonctionnaires gouvernementaux et d'autres qui se servent de l'information urbaine afin d'orienter le projet, et il confiera à un petit groupe de bibliographes experts le schéma spécifique du service d'information urbaine.

M. Beecroft a ajouté, que les responsables qui dirigent la croissance urbaine rapide au Canada, ont à faire face à de sérieux problèmes et ils devraient avoir les meilleures facilités possibles pour trouver des faits pertinents.

"L'étude des questions urbaines avance très rapidement et de nouveaux documents, tirés de l'expérience canadienne dans le développement communautaire, s'élèvent aux milliers chaque année. Des méthodes locales et régionales surgissent pour indexer et distribuer certains de ces écrits, mais les fonctionnaires et chercheurs perdent encore beaucoup trop de temps et d'argent à trouver les preu-

ves dont ils ont besoin. Le Conseil est convaincu que la prochaine étape logique est d'établir un réseau partout au Canada, par lequel des résultats d'importance pourront être mis en action pour formuler une politique urbaine convenable à chaque milieu."

En août dernier, le Conseil a organisé une conférence de deux jours à laquelle un groupe compétent fut d'accord que le travail devrait inclure trois étapes: (1) un inventaire des sources canadiennes présentes d'information urbaine; (2) une enquête sur les méthodes des administrateurs pour voir à leur besoin; et (3) le développement des facilités d'index et de transmission pour combler les lacunes et se lier aux divers services d'information.

Le Conseil canadien de recherches urbaines et régionales a été fondé en 1962 pour encourager la recherche urbaine et aider à la dissémination des renseignements disponibles. Le Conseil recrute ses membres chez les gouvernements, les universités et les professions. Le Conseil publie une bibliographie annuelle "REFERENCES Urbaines & Régionales" et facilite des études urbaines et la planification de la recherche urbaine.

L'INSTITUT D'URBANISME DU CANADA (TPIC)

L'Institut souhaite accueillir comme membres toute personne ayant une grande expérience et des responsabilités en matière d'urbanisme, sans posséder la formation spécifique professionnelle normalement réclamée de ses membres.

Cette invitation s'adresse en premier lieu, mais pas nécessairement de façon exclusive, à ceux qui pratiquent l'urbanisme depuis au moins dix ans, et qui ont trente-quatre ans révolus.

L'Institut entend recevoir comme membres ceux qui s'occupent d'urbanisme au Canada et dont l'expérience et la compétence se comparent à celles de ses membres.

Les candidatures seront reçues jusqu'au 31 mars 1969. Le Comité aura une entrevue particulière avec chaque candidat, probablement au cours des mois de mai et juin. Les entrevues auront lieu à Vancouver, Edmonton, Winnipeg, Toronto, Montréal et Halifax ou éventuellement en d'autres villes.

Pour obtenir de plus amples détails et des formules de candidature, vous adresser à:

M. Harry N. Lash
Case Postale 1874
Station Place d'Armes
Montréal 126, Québec



St-Jean, Terre-Neuve, aperçu ici du Lower Battery, est la plus vieille ville du Nouveau Monde fondée par les Européens. Pour plus de 450 ans les bateaux de pêche de plusieurs nations ont pris refuge dans cette petite baie.

Aujourd'hui 100,000 personnes vivent à St-Jean. Elles sont fières de St-Jean, de son héritage et de son statut moderne comme capitale de la plus nouvelle province du Canada.

Du 14 au 17 septembre 1969 St-Jean sera l'hôte de la Conférence Nationale d'Urbanisme de l'A.C.U. Vous êtes invité à prendre part de son hospitalité et participer au programme provoquant de la conférence cette année.

Préparez-vous donc dès maintenant afin d'être des nôtres à St-Jean en septembre prochain. Un programme préliminaire et des formules d'enregistrement seront envoyés en juin à tous les membres de l'A.C.U.

ANATOMY OF THE HOUSING SHORTAGE*

by W. R. KELLOUGH, A.S.A., S.R.A.
and WALLACE BEATON, B.COMM., C.A., A.S.A.

W. R. Kellough & Associates
Land Economists – Appraisers
Business, Real Estate & Agricultural Consultants

* Copyright 1969 W. R. Kellough & Associates.

THE SYMPTOMS of the current housing situation in Canada are escalating real estate prices, high interest rates and a shortage of mortgage funds. Under conditions of high salaries and wages, increasing productivity, and more or less full employment, the traditional move of families from rented accommodation to houses of their own has diminished by two thirds.

With widespread concern over this situation, a variety of opinions has been tendered as to both the nature of the problem and the remedial action required. Most of the suggestions offered to date suffer from the same fault: they express the natural attitude of the group offering them – financial, administrative, sociological, political – ranging from a tax on speculators at the one extreme to government ownership of land at the other.

Clearly the time has come to analyze the root causes of these conditions, and to evaluate the prospects of a cure, complete or partial, in the short-term future.

The purpose of this study, therefore, is to examine the nature of the housing problem, making specific references to conditions in the greater Toronto area where economic growth has been greatest and where the housing situation has been aggravated the most by current conditions.



Mr. Kellough belongs to several international professional organizations and currently serves as President of the Canadian Branch of the International Land Economics Fraternity of Lambda Alpha. He is the author of many articles in the field of expropriation, valuation, market research, urban and agricultural economics.

Mr. Beaton, a land economist and chartered accountant, is senior consulting associate of W. R. Kellough & Associates. He is presently Vice President of the Toronto Chapter of the American Society of Appraisers. Mr. Beaton's numerous published articles cover such diverse subjects as accountancy, corporation finance taxation, land economics and municipal affairs.



TABLE 1
POPULATION GROWTH

Year	Canada		Greater Toronto		
	Population	Annual Avq. Growth		Annual Avq. Growth	
		Number	%	Population	Number %
1931	10,376,786	113,000	1.04	852,564	9,800 1.09
1941	11,506,655	250,300	1.99	950,490	24,500 2.31
1951	14,009,429	414,300	2.79	1,195,468	56,100 4.30
1956	16,080,791	431,500	2.55	1,475,811	60,400 3.80
1961	18,238,247	375,300	1.98	1,777,858	64,500 3.39
1966	20,014,330			2,100,370	

The demand for housing follows the pattern of population increase. Nowhere in Canada has this increase been more pronounced than in greater Toronto.

There is no consensus among planning authorities as to the future population of the Toronto area. The Metropolitan Toronto and Region Transportation study (MTARTS)¹, a major project involving numerous public agencies and consulting firms, envi-

⁽¹⁾ Ontario Department of Municipal Affairs, November 1967.

sages an average increase of 2.3% each year from now to the year 2000 in the study area (roughly a triangle defined by Oshawa, Hamilton and Lake Simcoe). This compares with an annual average of 2.8% from 1931 to 1964.

As can be seen from Table 1, the 33-year annual average of 2.8% embraces the modest annual growth of 1.09% in the years from 1931 to 1941. A projected annual increase of only 2.3% per annum over the next 36 years, which would give an esti-

mated 3,882,000 persons in greater Toronto (excluding Oakville) in the year 2000 would therefore appear to be unreasonably low.

A new study by the Metropolitan Toronto Planning Board² takes a more realistic view of the situation and the figures in the Table 2 tabulation are taken from this study.

From these figures it can be seen that the Planning Board has forecast a

⁽²⁾ Population Projections 1966-2001, Metropolitan Planning Board September 1968.

TABLE 2
POPULATION FORECAST

Year	Low Estimate		High Estimate	
	Canada	Greater Toronto	Canada	Greater Toronto
1966 (actual)	20,014,330	2,100,370	20,014,330	2,100,370
1970	21,268,500	2,309,300	21,352,700	2,394,200
1980	25,387,700	2,927,100	25,716,300	3,270,900
1990	30,439,000	3,703,400	31,047,900	4,358,600
2000	35,347,800	4,492,700	36,276,800	5,495,300

population range but has offered no opinion as to the precise population likely in the year 2000. The low estimate figures were based on Ontario Government immigration projections which "now appear to be too low". Taking the middle figure between the high and low estimates suggests that there will be 4,994,000 persons in greater Toronto in the year 2000, which exceeds the MTARTS estimate by more than one million persons.

Housing

Table 3 gives selected statistics which, in our opinion, illustrate the degree of change in residential development in Metropolitan Toronto. These figures demonstrate that the shift to apartments has been accompanied by an absolute decline in single-family residential development.

Price Increases

During the past 3½ years, the creeping inflation of the early 1960's has moved up into second gear and the results are evident on all sides. Commodities, consumer goods, salaries, wages, and the investment markets have all offered ample evidence of the diminution in purchasing power of the dollar. Trade imbalances, gold speculation and occasional currency devaluation have been an inevitable result.

In few fields of economic activity, however, have the effects been more clearly evident than in real estate. While these have been particularly apparent in the price of both new and used houses, it might be of particular interest to consider the exact result in three fields of real estate activity which, in our opinion, demonstrate barometric qualities:

1. Older apartments are particularly sensitive to real estate trends since a large part of this accommodation is leased on a month-to-month basis. Without the one or two-year leases which prevail in the new apartment buildings, they react promptly to changing trends.
2. Suburban building lots are a significant indicator since most sales in this category are by subdivider to builder, a classic market example of the all-too-rare situation of buyer and seller who are both knowledgeable.
3. Vacant lands located beyond the boundaries of Metropolitan Toronto in those immediate fringe

TABLE 3
RESIDENTIAL LOTS & APARTMENTS —
METROPOLITAN TORONTO

<i>Year</i>	<i>Building Lots Created by Registered Plans</i>	<i>Apartment & Town House Suites</i>	<i>Apts. & Town Houses as a % of Total Residential Construction</i>
1955	13,224	8,050	36%
1956	14,609	5,567	31%
1957	3,957	6,801	46%
1958	12,342	11,829	51%
1959	9,289	9,740	53%
1960	8,617	9,022	58%
1961	5,146	7,165	55%
1962	7,438	12,253	61%
1963	5,349	8,270	50%
1964	7,993	12,741	56%
1965	3,567	10,216	49%
1966	6,724	25,285	75%

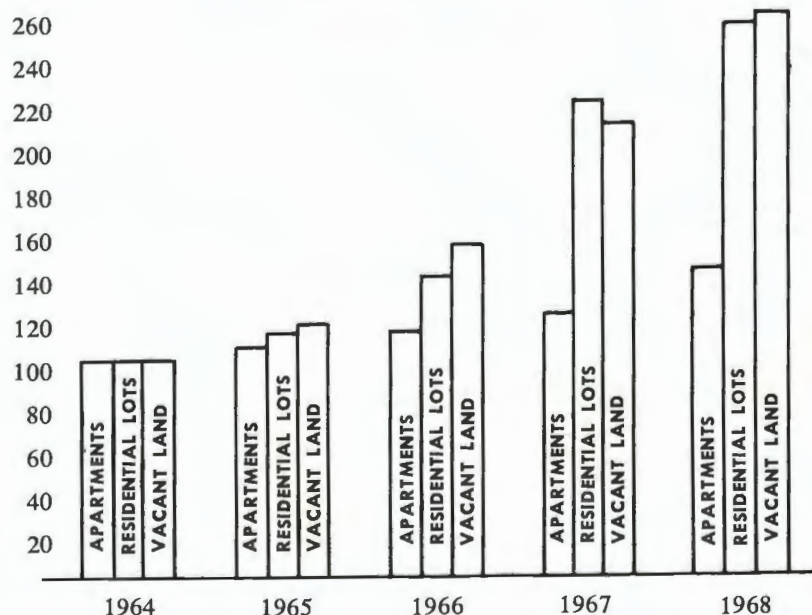
areas which are not likely to be serviced in the foreseeable future tend to provide a more pure indication of general land prices than those situated where development may be imminent.

Using 1964 as a base year, Table 4 is an index of prices in each of these three categories of property.

A study of rents in relation to older apartments which have sold in downtown Toronto during the past 5 years indicates that the prices which are being paid for the buildings have been increasing at a more rapid rate than the income which is being earned. The willingness of investors in apartment buildings to accept smaller yields at a

TABLE 4
INDEX OF REAL ESTATE PRICES
GREATER TORONTO 1964-1968

BASE: 1964=100



time when yields generally are increasing suggests that the prospects of future rent increases are anticipated in the purchase price of each apartment building.

The inflation of apartment rents which has occurred during the past three years is a corollary to the decline in vacancy rates. It is almost an axiom that rent inflation begins when vacancy drops below 1%. Apartments fall into a number of categories, however, and they are subject to a variety of economic influences. It is conceivable, for instance, that the recent increases in vacancy rates in the new apartment areas in outer suburban Toronto could be the harbingers of a levelling out in apartment rentals in the immediate future.

In the case of building lots, two further sets of factors come into play. First there is the diminishing supply of land within the boundaries of Metropolitan Toronto which can be serviced, and since this is becoming generally evident, a higher price is commanded for those building lots which continue to come onto the market each year. In addition to this a constantly higher standard of services for new subdivisions is demanded by municipal authorities so as to create additional assessment for the municipality, and strengthen its tax base.

Finally, the increases in the value of speculative land on the Metropolitan Toronto fringe are also indicative of the decisions of investors to buy land so as to secure the value of their dollars before it shrinks further. Such increases may also reflect a feeling that the expansion of the Metropolitan area is impending, that municipal re-organization is inevitable, and that the prospects of Toronto's rapid but economically sound growth are continuing undiminished.

Interest Rates

Following two and half years of stability at 6- $\frac{1}{4}$ %, interest rates for National Housing Act mortgages reached 9- $\frac{3}{8}$ % in January 1969. The Table 5 tabulation covers a 7-year period and shows the dates on which changes occurred.

Commencing in October 1967 the N.H.A. rate ceased to reflect the market and become artificially fixed at two and one quarter points above the Federal bond rate, subject to adjustment quarterly.

Speculation and Speculators

There is a tendency in some quarters to attribute the rise in real estate prices to speculation, and particularly to land speculators. Coupled with this is the suggested solution of imposing a capital gains tax on land speculators on the theory that such a tax would tend to drive down the price of land and housing.

There are several fallacies in this approach and the first is that speculation in itself can be a cause of higher property prices.

Speculation has not been evident in the market for houses or building lots. Only houses in redevelopment areas have been subject to speculative influences, anticipating a change of use. A degree of speculation in building lots has sometimes occurred where a subdivision is marketed prematurely; however there is not enough of this to have contributed materially to the situation.

On the other hand, raw land beyond the limits of the urban municipalities has been the subject of a great deal of speculative investment. Land prices have climbed very substantially but it should be clearly understood that the speculator himself does not change prices, he merely provides the market place in which the inevitable changes will occur. The speculator traditionally performs an interim holding function, paying more than the

value of land in its currently dedicated use and discounting prospective future uses to reflect the cost of money and uncertainty of time. Increased incomes, prospective inflation, and increasing house prices are the positive factors which affect the market and price for raw land, and the speculator only responds to these influences in the price he pays and asks.

The speculative crest of 1955-56 ultimately saw numerous large investment losses around the periphery of Metropolitan Toronto as vendors foreclosed their mortgages on those speculative purchasers who were under-financed. Similar conditions could again occur in the Metropolitan Toronto fringe.

The second fallacy is the idea that a capital gains tax on speculators could reduce the price of land. This matter was studied by the Ontario Committee on Taxation (Smith Committee)³, who concluded that the land speculator's profits are far more effectively taxed through income taxes than speculative gains in most other categories. Any new tax imposed on real estate speculators will inevitably increase the end price of land and therefore of housing.

When the Smith Committee report came up for review by the Legislature, we offered the following comment: "On this point it should be observed that every new cost, every new tax interjected into the process of land development can only increase the end cost of land and therefore the price of new housing; at the same time this correspondingly raises the market price of used housing."⁴

Satellite Cities

Another oft-proposed solution for the housing shortage is the creation of "satellite cities". Depending on the exponent, such a city can be anything from a new suburb to another Guelph, Peterborough, Granby or Trois Rivières. It is predicated on the idea that it can be built cheaply on low-priced rural land so as to provide a large number of houses at prices the great majority of people can afford.

Two years ago, a report by the

**TABLE 5
N.H.A. INTEREST RATE
CHANGES**

November	1961	6- $\frac{1}{2}$ %
June	1963	6- $\frac{1}{4}$ %
January	1966	6- $\frac{3}{4}$ %
November	1966	7- $\frac{1}{4}$ %
April	1967	7 %
July	1967	7- $\frac{1}{4}$ %
October	1967	8- $\frac{1}{4}$ %
January	1968	8- $\frac{5}{8}$ %
April	1968	9- $\frac{1}{8}$ %
July	1968	8- $\frac{7}{8}$ %
October	1968	8- $\frac{3}{4}$ %
January	1969	9- $\frac{3}{8}$ %

(3) Report of the Ontario Committee on Taxation, Queen's Printer, August, 1967.

(4) "Tax Revision & County Reform", Submission to the Ontario Legislature Select Committee on Taxation, Wallace Beaton, August 1968.

Metropolitan Toronto Planning Board⁵ commented: "in response to a housing shortage which occurs in the low-income and middle-income sectors of the population, a development which is an extension of existing communities would appear more feasible than a satellite town for the following reasons:

1. It can take advantage of existing and proposed services and transportation facilities.
2. The population is assured of employment opportunities within a reasonable distance of the project rather than attracting industry from the Metropolitan sphere as would happen in a satellite town.
3. In integrating public and private housing, the project can take advantage of the development trends in Metropolitan Toronto which indicate this area will be ripe for development in the near future. A satellite town would need to generate this pressure in competition with the attraction of Metropolitan Toronto, and, if improperly conceived, might be composed overwhelmingly of subsidized housing."

This rationale is so cogent, that it is in our opinion beyond dispute.

CAUSES OF THE PRESENT SITUATION

Having dealt with this preliminary aspect of the subject, we shall now review the basic conditions which are causing continuing real estate price increases over and beyond the observed increase in salaries, wages and consumer goods. There have already been a great many studies, articles and speeches each dealing with some or most of the causes; it is but rarely, however, that all the aspects are discussed together and placed in their proper prospective.

Inflation

The first cause of the present real estate market condition is inflation. It is obvious that as the purchasing power of money diminishes so must the price of everything increase. Real estate is particularly sensitive to inflation and more so to the threat of inflation. In this respect it should be noted that there is a fundamental dif-

ference between real estate and other commodities.

Real property is individualistic and cannot be replaced with an identical product. Because it is a non-wasting asset, real property carries the implication of future benefits in addition to current value. This aspect is recognized by both buyers and sellers.

Thus when there is an inflationary condition in the economy, property sales will reflect both the current inflation as well as anticipated further inflation and prices will be set accordingly.

The threat of inflation is implicit in the wage contracts negotiated between major unions and large employers of labour. Settlements in the order of 30%, as for the 2-year Seaway workers contract in June 1966, must, when confirmed by other similar wage settlements, suggest a trend in values to both buyers and sellers of real estate. The value of real estate ultimately rests on the buying power of the population, and the indicators of buying power are important guidelines for real estate prices. There is, of course, no direct correlation between these prices and wages since, as has been previously stated, the real estate market has to anticipate future buying power on the part of the public just as stock market prices tend to anticipate future earnings on the part of major corporations.

A second but less obvious element in the process is the price at which prominent and well-known pieces of real estate are sold. The sale of Windfields Farm, deep in the developed areas of Metropolitan Toronto, by the industrialist E. P. Taylor to a prominent English financial group active in the Ontario real estate market, is a characteristic example. These lands were sold at a price of \$40,000 per acre, and the sale enjoyed a degree of publicity which assured that it would influence, directly or indirectly, the decisions of buyers and sellers of development lands throughout Metropolitan Toronto and in the fringe areas beyond.

Mortgage Funds

There is a widespread belief that high interest rates have been a major cause of the shortage of new single-family homes. Because they are based on Federal bond rates, interest rates for National Housing Act mortgages are effectively tied to the investment yields prevalent on the international

money market. Such rates are therefore a result and not a cause of the comparative shortage of money.

If anything, higher interest rates should reduce the price of new homes since they tend to limit the number of potential buyers. With wages and salaries constantly changing, however, the effect on demand of this one factor is imperceptible. The motor car industry, like the housing industry, is built on credit and its customers have adapted themselves to much higher interest rates and seem to be quite capable of living with them for an indefinite period of time.

The problem, therefore is not so much the interest rates, but rather the lack of an adequate assured supply of money for houses. Traditionally, it has not been the function of government to provide this supply. Federal authorities with their control of the economy through taxation, federal spending, monetary policy and other devices are supposed to create the conditions in which an adequate supply of mortgage funds will be forthcoming. From a practical standpoint, this means control of inflation.

The effect of inflation upon the supply of mortgage funds is both direct and indirect. As inflation continues, more and more of the funds which might otherwise be invested in mortgages are seeking the type of investment which will not diminish in value if the dollar should continue to be debased. As a result, some of the funds which would have gone into mortgages are actually going into property equity investment and are thus creating additional demand and additional pressure on prices.

During the past year and a half a new trend has emerged which is especially significant because it is likely to persist long after the present phase in the real estate market. The major insurance and trust companies, managing large investment funds, are demanding and getting a share in the investment equity when they provide mortgage funds. This is easily accomplished with apartment buildings and town-house rental projects, but it is not practical in financing the privately-owned house. The result appears to be an ample supply of funds to finance the apartment buildings, but a dearth of mortgage money for houses.

Such an investment policy can be defended on the grounds that it provides these companies with a degree of protection against inflation, but it

(5) "Report on Satellite Towns as a Solution to the Housing Emergency in Metropolitan Toronto", W. Wronski, Metropolitan Toronto Commissioner of Planning, February 16th, 1967.

defeats the whole purpose of the National Housing Act which is to enable people to own their homes. As long as this syndrome persists, increases in the N.H.A. interest rates, no matter how substantial, are not likely to produce adequate funds for house mortgages.

Interacting with this diversion of mortgage funds away from single-family housing is the fact that at higher prices a greater amount of mortgage money is required for each unit. The supply of funds being created for this purpose, by insurance premium payments and in other ways, is not increasing at the same rate.

Additionally, the constant refinancing of the used housing stock with larger mortgages, as this too increases in value, drains off substantial mortgage funds which might otherwise be available for the financing of new house construction. This has the effect of reducing the number of houses which can be built, further shorting the supply, and driving prices up even further.

Where interest rates do become an element of increasing costs is in the financing of raw land in its lengthy period of transition from farm to subdivision, in the financing of services when the land is subdivided, and in the financing of the house during construction and while it is offered for sale. Even this must not be given too much weight since our studies have shown little increase per se in the interest rates charged by vendors of land in the fringe areas.

Economic Manipulation

The third factor causing the housing shortage has been the use of housing and housing loans by the national government as a device to manipulate the level of economic activity. In order to avoid unemployment during certain periods, as in the late 1950's, government programmes were used to stimulate the housing industry. Latterly, in order to avoid runaway inflation the government has made the housing industry bear the brunt of its economic cut-backs.

The modern industrial state depends on the management of demand through advertising and financial support of purchasing power in order to achieve stability and prosperity. In a widely-read book⁶, the economist J.

K. Galbraith provides numerous examples of the functioning of this process in major industries: motor cars, steel, etc.

Similar conditions can be identified in the apartment building industry. It is effectively managed, enjoys an assured supply of mortgage funds, and fills an evident need, based on an increasingly high standard of market research.

They have no parallel, however, in the Canadian house-building industry. It is here that the effects of public policy are felt most acutely. Uncertainty as to government action causes higher construction costs and greater risk for the builder who must raise his profit margin accordingly, and increased turnover in the labour force with a correspondingly reduced reservoir of skilled workers.

Obviously, the national economy would benefit from the existence of a building industry producing a year's supply of new homes every 12 months in line with continuing population growth.

Land Inventory

Moving from the international and national influences on the real estate market to the municipal and provincial area, the fourth factor is the shrinking inventory of serviceable and potentially serviceable land. The creation of the supply of such land encompasses both practical and psychological factors. From a practical standpoint, it is land for which water and sewers can be made available as required and in the quantity required. The psychological factor is municipal boundaries. The market tends to follow the belief that lands are more likely to be serviced if they lie within the limits of an urban municipality. There are many striking examples of this in the price contrast between adjoining properties divided by a municipal boundary.

In Metropolitan Toronto, with boundaries established 15 years ago, the supply of serviceable and potentially serviceable land has dwindled each year as the vacant land has been put to residential, industrial and other uses. Five years ago a commission was established to study and plan for the expansion of Metropolitan Toronto's boundaries. Lacking sufficient information and insight, it begged the question. The planning authorities have, by the same token, tended to regard new boundaries as a political

rather than a planning matter. In a study two years ago⁷, we analyzed the northern fringe of Toronto and found prospects for the logical municipalities, two new boroughs based roughly on the Don and Rouge drainage basins, and a low-density "Park Township" in the northwest, separated by the major northbound expressways.

The need for municipal reorganization in the fringe areas around Metropolitan Toronto has become pressing, and it is extremely likely that a number of important decisions in this regard will be made during the next two years. The most important decision, as announced, is that the three major areas in the west, north and east of Metropolitan Toronto will not be developed as a logical extension of the Metropolitan area, but rather that each will be established as a quasi-metropolitan area designed to counter-weight the size and influence of Metropolitan Toronto itself.

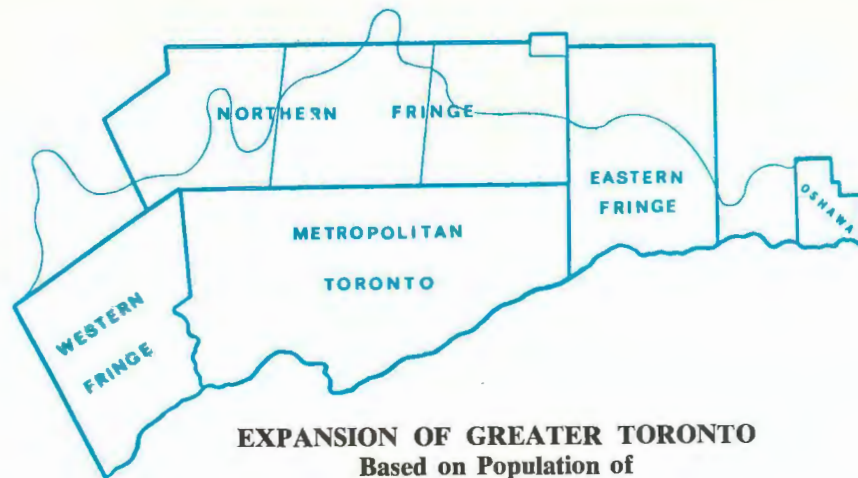
A typical example of this is the area to the east of Metropolitan Toronto which is to be governed by an enlarged Oshawa City Council. One may be forgiven for expressing some concern as to whether such an Oshawa Council, even with unlimited resources of goodwill, but inevitably with limited financial resources, can take the responsibilities, make the decisions and finance the services for the development of almost one-third of Toronto's expansion.

While such a decision may be deplored, an understanding of traditional government attitudes may help to explain it. The principal concern is not with the logical and cohesive development of what is potentially a great metropolis, and certainly the major component of this country's national economy, but rather with a fear that the day may come when Toronto may have the dominant voice in the management of the province. There are many examples in other jurisdictions, New York State for instance, which suggest that such fears are groundless. It will be interesting to see whether the planning and municipal affairs infrastructure⁸, will support and sustain such a solution.

(7) The "Exurban Round of Municipal Changes" by Wallace Beaton, January 1967.

(8) Galbraith, *Op. Cit.*

(6) "The New Industrial State", J. K. Galbraith.



EXPANSION OF GREATER TORONTO
Based on Population of
4,500,000 in year 2000

Yet it is with proper Metropolitan municipal re-organization that the greatest results can be obtained at the lowest cost to government and with the least strain on the resources of the economy. The eastern fringe (Pickering Township) can be serviced more economically than any comparable area in the ambit of Metropolitan Toronto. If there is any point at which the move to single-family home ownership is to be stimulated, it is here. And Metropolitan Toronto, with ample borrowing power based on a healthy, diversified municipal economy, can service this area the most cheaply and as quickly as evident needs dictate.

In many smaller centres in Ontario which do not have the same dearth of potentially serviceable land, there have also been substantial increases in the price of both building lots and houses. Naturally there have been exceptions, as for instance in economically stagnant towns. Having studied a number of these centres, we have observed that Toronto real estate prices are influencing prices where environmental influences are totally disparate. This influence is not instantaneous but is subject to a time lag that varies with the distance from Toronto, and can also be affected by a number of local factors. Basically, however, the price increases in smaller communities results very simply from the observed increase of prices in Toronto and the attitudes of buyers comparing prices in Toronto with those in rural areas.

Municipal Planning Policies

The fifth major factor affecting the supply and demand for housing and the current price level of real estate is

the range of municipal functions and decisions which can be summarized in the term "assessment planning". Many municipalities, and the authorities which supervise all the municipalities, have long set as their objective the accomplishment of the "60-40 assessment ratio"; this is the municipal condition in which residential property accounts for no more than 60% of the total assessment, with commercial and industrial assessment amounting to 40% of the total. In the suburban municipalities and the fringe areas where the tax burden has become somewhat excessive as the residential component has expanded disproportionately, the deficiency in commercial and industrial property is alleviated partly by increasing the per-unit assessment of the residential property. Obviously this can not be done in the case of residential property which is already built, but there are many devices which can be and are being used to increase the price of serviced building lots and the standard of housing which is erected upon them so as to attract a higher assessment and accordingly more taxes.⁹

The recent establishment of enlarged areas of school board administration throughout Ontario, county-wide in most cases, should be such as to spread these costs over an economical area irrespective of local assessment ratios. Unfortunately this does not effectively deal with the problem since the remainder of the local municipal budget is still influenced by assessment planning policies.

(9) "The Problems of Urban Renewal and Housing" by W. R. Kellough and Wallace Beaton, *COMMUNITY PLANNING REVIEW*, Winter 1967.

In the school board reorganization itself, there are important inequities which have not been dealt with. As of January 1969 the schools on the fringe of Metropolitan Toronto have become part of the School Districts of their respective counties notwithstanding the fact that the balancing commercial and industrial assessment lies in Metropolitan Toronto where most of their ratepayers work. Thus the fringe municipalities, which can least afford to do so, are now in the process of subsidizing the education costs of the Metropolitan area.

The creation of three quasi-metropolitan districts, as discussed above, will tend to perpetuate the inequities, and further erode the financial effectiveness of these key development areas.

CORRECTIVE MEASURES

Inflation has both national and international causes, and the rectification of the international causes may be largely beyond the control of the government or economic forces within this country. On the other hand, a degree of stability can be accomplished within our country by a period of conservative financial management at all three levels of government. Since conservative financial management is imposed upon the municipalities by statute and by the degree of supervision which is exercised over them, this from a practical standpoint means conservative financial management on the part of the Provincial and Federal governments.

It must by this time be obvious that the present system of incentives to encourage private and corporate investment in the single-family residen-

tial market no longer works. The revitalization of house construction on a sufficient scale to stabilize prices requires, without doubt, an assured supply of easily available mortgage funds.

The government is obviously not in a position to provide mortgage funds in the quantity required, and least of all under conditions of budget stability.

Since insurance companies and financial institutions appear to be exhibiting only a token interest in house mortgages, it appears that the time has come to encourage a new form of corporation for this purpose employing new mortgage and interest concepts coupled with tax incentives to make them work. From the standpoint of the government a loss of tax revenue would be a bargain compared with the cost of continued housing subsidies or the obligation to finance a progressively larger percentage of new housing construction each year.

At the local level it is necessary to restore the balance between supply and demand in order to stabilize housing costs. The method is to increase the area of potentially serviceable land in urban areas.

In Toronto this would require two things:

- (a) The extension of the boundaries of Metropolitan Toronto to create new junior boroughs,
- (b) The establishment of major service facilities to assure the servicing of the new areas at a pace commensurate with housing needs.

New sewage treatment plants and trunk systems, new water treatment plants and trunk water mains, and transportation planning of a high order would have to be combined in order to do this. Without the alteration of municipal boundaries and without the positive identification of specific fringe or junior boroughs with Metropolitan Toronto, a proper degree of credibility cannot be accomplished. It is not enough to make an area potentially serviceable; it is necessary to make the people whose actions make the market recognize and believe that it is potentially serviceable so that they will make their price decisions accordingly on the real estate market.

The final steps that must be taken involve eliminating the need for assessment planning and the reduction

of some of the time — and money — consuming procedures that currently hamper the development of land. This would require, in Metropolitan Toronto for example, not only the creation of new boroughs on the fringe but the consolidation of municipal and school budgets in the expanded metropolitan area.

The creation of larger municipalities and the combining of cities and counties into "regional governments" are envisaged in Ontario. Avoiding a proliferation of red tape in these situations will be a real test of municipal skills. For the first time the cities will be subject to a second layer of local government. The regional governments will inevitably take an increasingly dominant position in the municipal planning process. Such changes are not likely to reduce the cost of single-family houses.

In conclusion there is no single answer to the problems that beset the production of medium-priced houses. Each of the factors which we have examined interacts upon the others and it is only with a complete understanding of the forces involved that remedial steps can produce the greatest and most lasting effect.

PLANNING VACANCIES

Charge for advertisements: \$25 per insertion to CPAC sustaining members, \$40 per insertion to non-members.

CENTRAL ONTARIO JOINT PLANNING BOARD

Oshawa, Ontario

Applications are invited from qualified and experienced planners for the following positions with an active regional planning board with a planning area of 200 square miles just east of Toronto. A regional government study of the area has just commenced under the auspices of this planning board. Current staff of 7 expanding to 9.

Deputy Director of Planning

Duties — to direct new local planning advisory service to 5 local urban and rural municipalities and to assist in office's regional planning program.

Qualifications — Graduate planner with 10 years experience in municipal planning, including zoning and local plan preparation.

Salary — \$12,000 to \$14,000 depending on qualifications.

Benefits — Good fringe benefits and working conditions. Ambitious and exciting program. Excellent prospects.

Planner

Duties — to perform advisory service to local municipalities in all local planning matters. Involvement in regional planning program.

Qualifications — Graduate planner with 5 years experience including zoning and local plan preparation.

Salary — \$7,820 to \$9,315 depending on qualifications.

Apply

Director of Planning, Central Ontario Joint Planning Board, Oshawa Shopping Centre Offices, King Street West, Oshawa, Ontario.

SCHOOL OF ARCHITECTURE NOVA SCOTIA TECHNICAL COLLEGE

This university school of architecture is growing; as it develops, so additional members of faculty will be needed. Main requirements will be a university degree, a communicable body of knowledge, preparedness to experiment with teaching methods, an active involvement in research. An

architectural qualification is not essential.

Two members are sought now. One, who should have a planning qualification, is required to start as soon as possible. For the second appointment, which will begin later in the year, no particular area of interest is mandatory but candidates with particular interest in one of the following would be welcomed. Rational methods of space planning; physical or social science aspects of space, light, heat or sound; building economics; design technology, including application of computers to building design problems; experimental aesthetics; industrialized construction.

Enquiries and curriculum vitae to Dr. Peter Manning, Director, School of Architecture, Nova Scotia Technical College, P.O. Box 1000, Halifax, Nova Scotia, Canada.

Those who might be interested in future appointments to the teaching and/or research staffs but are not available right now are also invited to communicate.

What Do We Mean By Citizenship?

by MAJOR T. S. CHUTTER*

IF "CITIZENSHIP" only means having the right to vote, to have a passport and to be able to say, "I'm a Canadian", why worry about it? I suggest that true citizenship should mean a lot more than that. It should be something arising out of a sense of duty towards a mutual cooperation in, and a sense of aptitude for, a truly decent social and political life.

The real spirit of citizenship is not like nationalism, which may be obtained by inheritance, or by force or revolution. It must be developed by desire, by education, by experience and training. It must be based on a sense of loyalty, of unselfishness, and of an ability to subordinate personal desires for ideals which will succeed in achieving the common good of all.

Out of the manifold talents of our people (many of them adventurous spirits, newly arrived from all parts of the globe), out of a forward-looking endeavour, out of the diversity of our origins and a basic appreciation of problems that face us, and out of the personal and individual efforts of each one of us, we can recognize the needs and wants of all our fellows, and work together towards achieving a just society.

It is true that the right to vote is a priceless gift but it takes a lot more than simply carrying out that duty to make a good citizen. We must have a clear idea of why we are voting and what we are voting for or else our citizenship is a myth. Citizenship means active and continuous interest in the welfare of our country as a whole, and at all times doing our utmost to promote and foster a decent moral spiritual atmosphere in which the government we elect can act successfully.

There are, unfortunately, too many who are inclined to look on the nation as some sort of a big and wealthy cooperative business, from which they have a right to get a large share of the profits. Whilst it must be admitted that a certain amount of security measures and public welfare is a necessity these days, it is fatal to think we should receive yet give nothing in return.

We must re-orient the attitude of "What can the country do for me?" to one of "What can I do for my country?" We must stand up firmly on our own feet; proud in a sense of personal responsibility, self-respect and individual accountability if we are worthy of the right to consider ourselves good citizens.

True citizenship, democracy and patriotism to our country mean a lot more than half-hearted cheering,

occasional flag-waving and 1st of July celebrations. They mean displaying the proper characteristics of a free and upright people, proud of the fact that they have a duty to share in the governing of their nation.

Real democracy is not successfully produced by laws but by the spirit of the people involved. That spirit can be all-powerful if it emanates from a strong sense of duty and the obligations of all citizens to create an environment, and do their utmost to maintain it, in which the nation can be kept safely on the rails.

This spirit must permeate our daily life. It must be learned; learned by intensively studying the desires and needs of all our fellowmen. We must be ever questioning, ever ready to evaluate changes of conditions, that arise in the world we live in today.

We are all familiar with the freedoms: freedom of speech, of assembly, of press, of ownership, of movement, of worship, etc., but we must keep clear in our minds and actions that such freedoms involve personal responsibilities, duties, discipline and an appreciation of the fact that we must exert to the utmost our individual capabilities to assist in the development and maintenance of these conditions or we may be in danger of losing their material and spiritual advantages.

To put it simply: a good citizen is a good neighbour, a good Samaritan, a good member of a community, maintaining an active consideration for the welfare of his fellows irrespective of their attitudes, races, creeds, or differences of opinion.

A good citizen is one who brings up his children to distinguish right from wrong and sets them a good example in this regard. He teaches them how to get along with other people, to make the most of their education and to be able to accept responsibility. He talks *with* them, not only *to* them, and impresses on them the values of understanding, of seeking and questioning and sets them an example of service to the community.

It is clear that there is nothing passive about citizenship. It involves constant participation and contribution. It involves essentially the ability to test new ideas, so that we do not risk being left at the mercy of some other individuals who would purvey and impress on us sadly mistaken ideas. Citizenship demands constant exploring, constant debating, constant evaluating. It must establish good moral values, virile perceptions and preferences for the good life, and loyalty to sound standards of excellence.

Good citizenship must be something felt; something deeply believed in and something actively practised by us all.

**Major Chutter is the perennial secretary-treasurer of CPAC's National Capital Region Branch and an honorary life member of this Association. He is also on the executive of the Ottawa Citizenship Council, reflecting his deep interest in the subject of the duties and privileges of citizenship.*

Histoire du Régime Municipal au Québec

par JULIEN DRAPEAU

Ministère des Affaires municipales

Les institutions locales du Bas-Canada, 1760-1840

LORSQUE le Canada — la Nouvelle France — passa définitivement aux mains des anglais, en 1763, le gouvernement britannique se trouva tout à coup en présence d'un problème fort grave. Cette nouvelle colonie était déjà peuplée de quelque 60,000 habitants, d'une population soumise aux lois françaises et vivant selon les coutumes françaises. Il s'agissait donc de concilier la sécurité de l'Empire avec la liberté des nouveaux sujets.

Qu'allait faire le Cabinet anglais? Adopterait-il la ligne de conduite suivie jusque là envers ses autres colonies? Allait-il lui accorder ces larges libertés politiques et civiles, qui avaient si merveilleusement favorisé le développement de ses anciennes possessions de l'Amérique du Nord? Tenterait-il d'angliciser ses nouveaux sujets en les soumettant de force aux lois et coutumes anglaises, en les noyant dans une immense immigration britannique? Changerait-il d'un trait de plume le régime foncier en faveur au Canada, en substituant au système féodal le mode d'appropriation des terres appliqué dans les autres colonies anglaises? Quelle politique commerciale suivrait-il envers ce pays si riche en produits de toutes sortes, et dont le développement était encore à peu près nul?

Autant de questions auxquelles il fallait trouver une réponse. La tâche était ardue et exigeait une connaissance profonde des hommes et des

institutions du pays. Or, cette connaissance les hommes d'Etat anglais ne l'avaient pas. Ils crurent un moment qu'ils pourraient *britanniser* cette terre que la vieille France avait marquée de son empreinte, qu'ils pourraient réaliser cet objectif en accordant aux nouveaux sujets cette autonomie politique qui était à la base du système colonial britannique. En 1791, on procéda à la division de la colonie en deux provinces, et on donna à chacune d'elles un semblant de gouvernement représentatif.

Voilà le rêve que faisaient les gouvernants anglais. Il ne devait cependant pas se réaliser. . .

C'est donc dans ce contexte qu'il faut analyser l'évolution des institutions locales. Pendant que les chefs des canadiens français, en combattant dans l'arène parlementaire, assuraient la survivance de la langue et des lois françaises, l'*habitant* ou le colon se faisait conquérant du sol: il bâtissait des paroisses avec ses nombreux enfants. . .

Mais l'acte constitutionnel de 1791 établissait un nouveau régime foncier. Le changement dans la tenure des terres si ardemment désiré des loyalistes établis dans le Haut-Canada était accordé. C'était le premier coup porté au régime seigneurial. Des instructions détaillées sur la manière dont il devait faire la distribution des terres étaient données à Lord Dorchester. Ces instructions apportaient deux modifications importantes à la législation foncière en vigueur: la recon-

naissance officielle des concessions en *franc et commun socage*⁽¹⁾ par tout le pays, et l'ordre de réserver certaines étendues de terre pour le support du clergé protestant.

Les terres que l'on se proposait de concéder devaient être divisées en "*Townships*" — qu'on a traduit, vers 1870, en "*Cantons*" —⁽²⁾. D'autres instructions vinrent s'ajouter aux précédentes aux fins de réserver dans chaque township "une septième partie dont la Couronne disposera à l'avenir". L'arpenteur général était chargé de voir par lui-même à la délimitation des townships et de chacun des lots de terres dans les dits townships.

Au moment de la sanction de la première constitution du Canada, en 1791, la population du Bas-Canada était passée en 30 ans de 61,780 à 161,311 âmes. Cependant le développement du territoire ouvert à la colonisation était loin d'avoir suivi une marche ascendante aussi rapide. Le mouvement de colonisation avait à peine quitté les rives du Saint-Laurent. D'autre part, le gouvernement n'avait pu donner suite aux instructions données par le gouvernement britannique pour la concession des terres de la couronne, en dehors des seigneuries.

Le grand obstacle au développement rapide de la colonisation était le manque de voies de communication. L'ouverture des chemins et des routes était laissée, pour ainsi dire, à l'initiative privée. Les *grands voyers* (officier du régime français qu'on avait conservé) avaient toutes les peines du monde à faire réparer les grandes routes publiques.

En 1796, fut passé l'acte 36 Geo. 111, c. 9 "pour faire réparer et changer les chemins et ponts dans la province". Cet acte établit un *grand voyer*

(1) "Franc socage": — au titre de propriété libre de tout lien et obligation de service; tenure définitive, une fois consentie, elle devenait irrévocable.

(2) Le mot "canton" — pour traduire "township" — a été utilisé par A. Gérin-Lajoie dans son roman "JEAN RIVARD". En 1870, une campagne pour l'usage de ce mot a été faite à l'occasion de la rédaction du code municipal; mais les efforts déployés furent vains. Ce n'est que vers 1888 que l'usage fut répandu et qu'on peut trouver dans les lois et documents officiels le mot "canton" à la place de "township".

et un député (grand voyer) dans chaque district, plusieurs *sous-voyers* et un inspecteur de chaque paroisse, seigneurie ou township. Les habitants étaient assemblés par le grand voyer pour délibérer sur les travaux à faire. — Par ailleurs, cet acte réglait d'une manière spéciale les chemins des villes et paroisses de Québec et Montréal, qui furent mis sous le contrôle des juges de paix; ceux-ci eurent le droit d'imposer une taxe pour le pavage des rues. — Trois ans plus tard (1799), les villes de Québec et de Montréal sont formées en districts séparés. C'est la première loi qui donna à un territoire des limites différentes de celles de la paroisse, seigneurie ou township.

Quant aux routes, on voulut faire un effort pour en ouvrir quelques-unes. Au mois d'octobre 1806, on demandait des soumissions pour ouvrir des chemins depuis Québec jusqu'à la source (frontière) du Connecticut, depuis le township de Hereford, jusqu'aux Trois-Rivières, depuis la ligne de la province pour passer à travers le township de Hatley, et frapper la route sur la rivière Richelieu qui allait à Sorel, et pour achever le chemin qui était en voie de construction depuis la rivière Saint-François et le rendre jusqu'à la rivière Chaudière. Mais comme la législature n'avait voté aucune appropriation pour ces travaux, et vu qu'ils ne pouvaient être faits aux frais des habitants comme dans les seigneuries, on offrait de payer les entrepreneurs en leur concédant des blocs de terrain le long de ces chemins, à la condition toutefois qu'ils établissent un colon sur chaque mille de chemin qu'ils feraient. (*Gazette de Québec*, 6 octobre 1806). Malheureusement les entrepreneurs n'étaient pas prêts à financer le gouvernement; et les belles routes restèrent à l'état de projet.

Cependant le gouverneur Craig voulut rapprocher du cœur de la province les colons de langue anglaise établis dans les townships échelonnés le long de la frontière américaine (Eastern Townships). Il fit entreprendre la construction d'un chemin de communication, entre Québec et les cantons de l'Est, qui permit plus tard un service de diligence entre Québec et Boston. L'on partait de Québec le lundi pour arriver à Boston le samedi de la même semaine. — S'il faut en croire Bouchette, l'arpenteur général du Bas-Canada, "le voyage n'était rien moins que pénible." (Voir: *Descrip-*

tion topographique, pp. 592 & sq.)

Pour bien comprendre la portée de la législation municipale qui devait être instaurée dans le Bas-Canada en 1840, il fut absolument mettre en relief comment le territoire de la province fut développé: — paroisses dans les seigneuries, townships dans les terres de la Couronne, moyens de communications, immigration, concessions des terres et premiers développements des régions de la Gatineau (Hull), du Lac St-Jean, du Bas St-Laurent, et plus particulièrement des Cantons de l'Est.

Il faut souligner ici plus particulièrement la poussée de l'immigration britannique, à partir des années 1815. La dépression (commerciale) qui s'était fait sentir en Angleterre après les guerres napoléoniennes eut aussi son contre-coup sur les colonies anglaises de l'Amérique du Nord. Le bois, comme on le sait, était le grand article d'exportation. Avec les restrictions imposées par les lois dites: "Crown laws", les propriétaires de moulins à scie, les constructeurs de navires, tous les gens engagés dans le commerce du bois crièrent à la ruine du pays. D'autre part, le gouvernement impérial, pour palier le chômage et le paupérisme, décida d'encourager l'émigration et de diriger vers les colonies d'outremer cette partie de la population qui ne pouvait trouver sa subsistance en Angleterre; et plus particulièrement les soldats de ses armées qui étaient licenciés, pour lesquels le gouvernement des provinces du Canada organisa des programmes d'assistance et de concessions de terres très généreux.

Et c'est ainsi qu'un grand nombre d'établissements furent créés dans la province, dans différentes régions: en Gaspésie, dans Charlevoix, en arrière de Québec à Valcartier et Stoneham, dans la Gatineau, et plus particulièrement dans les Bois-Francs et les Cantons de l'Est. Drummondville fut fondée en 1815, comme établissement pour les soldats des régiments de Meuron et de Watteville.

Ce mouvement d'immigration ne cessa de croître (plus de 10,000 par année) et causa des problèmes considérables aux villes de Québec et Montréal, qui devaient héberger tous ces immigrants.

Comme nous l'avons souligné plus haut, les villes de Québec et Montréal furent formées en districts séparés en 1799. Or, ces deux villes, dont la population avait plus que doublé de 1810

à 1830, furent incorporées en "cité" par les lois 1 Guil. IV, chapitres 52 et 54. En vertu de ces lois, ces villes sont divisées en quartiers (Québec, 10; Montréal, 8) avec deux conseillers par quartier. Les pouvoirs qu'exerçaient les juges de paix furent transférés à un conseil de ville; le conseil fut autorisé à faire des règlements concernant les égoûts, l'aqueduc, les marchés, l'éclairage et quelques autres matières. Ces règlements cependant, une fois adoptés par le conseil, devaient être soumis à la Cour du Banc du Roi. Le maire avait l'autorité de convoquer les assemblées de conseil et de recommander toutes les mesures propres à améliorer les finances, la police, la salubrité, la propreté et l'ornement (sic) de la ville.

Tout comme la charte de la cité de Québec, celle de Montréal expirait le 1er mai 1836. Ces deux municipalités seront sans administration particulière jusqu'à 1841.

Pendant cette période le pays était aux prises avec des difficultés sérieuses. Les pouvoirs de la législature du Bas-Canada furent suspendus, à la suite des événements de 1837-38. Un conseil spécial fut nommé pour le Bas-Canada, avec le pouvoir de faire des lois ou ordonnances. La chambre des Communes de Londres ordonna à Lord Durham de faire enquête sur les affaires de l'Amérique du Nord britannique et de lui faire rapport.

Le Rapport Durham:

On ne peut traiter de l'origine des institutions municipales sans se reporter au Rapport de Durham, qui en déplora l'absence et en proposa la création comme système de décentralisation du gouvernement. Ces quelques extraits dudit Rapport vous permettront de voir la conception réaliste de ce grand administrateur:

"Il ne semble pas exister, dit-il, au-delà des murs de Québec, d'administration régulière du pays; et il est difficile, sauf à Montréal et à Trois-Rivières, de trouver un seul fonctionnaire du gouvernement civil à qui on puisse adresser un ordre. . . . Ailleurs dans la province, on ne trouve ni shérif, ni maire, ni constable, ni haut fonctionnaire. On ne rencontre pas, non plus, d'officiers municipaux ou paroissiaux, nommés par la Couronne ou élus par le peuple. . . .

"Cette absence complète d'un rouage quelconque de gouvernement exécutif dans la province ne frappe pas

plus, que celle qui peut être remarquée dans certaines des parties les plus prospères du continent américain. Mais, dans la plupart des états auxquels je fais allusion, l'absence des moyens à la disposition de l'autorité centrale est amplement contrebalancée par l'efficacité des institutions municipales; et, même là où ces institutions sont inexistantes ou imparfaites, l'énergie et les habitudes d'auto-administration de la population anglo-saxonne lui permettent de se tirer d'affaires, chaque fois que cela est nécessaire. Mais la population française du Bas-Canada ne possède ni ces institutions, ni ce caractère. Habituee à tout attendre du gouvernement, elle ne peut rien faire d'elle-même, encore moins aider l'autorité centrale.

"On peut, assurément, considérer le manque total d'institutions municipales donnant au peuple le contrôle de ses affaires locales comme une des causes principales de l'échec du gouvernement représentatif et de la mauvaise administration du pays."

Du point de vue historique, c'est bien Durham qui a été l'instigateur du régime municipal que nous connaissons au Québec. Voici ce qu'il écrit dans l'introduction de son Rapport:

"Si on avait suivi en tous points, dans le Bas-Canada, le sage exemple de ces pays où seul un gouvernement représentatif libre a pu bien fonctionner, on se serait préoccupé, au moment où un système parlementaire, basé sur un suffrage très étendu, était établi au pays, de confier au peuple le contrôle entier de ses propres affaires locales et on l'aurait exercé à assumer sa part de l'administration de la province, grâce à l'expérience acquise dans la gestion des questions locales qui l'intéressaient le plus et qu'il comprenait le mieux.

"J'ai formé, ajoute-t-il, pendant mon séjour dans la province, une commission pour faire une étude de ses institutions municipales et pour déterminer la possibilité d'établir un système d'administration locale efficace et libre. . . . Il n'y a jamais eu, en vérité, dans le Bas-Canada, aucune institution réunissant une partie de la population dans un but administratif. . . . Les grandes divisions, appelées "districts", ne sont que des divisions judiciaires; les comités ne sont autre chose que des divisions parlementaires. . . . Les paroisses ne sont que des divisions ecclésiastiques. . . . La seule institution ayant la nature d'une administration locale où le peuple ait voix au cha-

pitre est la fabrique, qui s'occupe des réparations aux églises catholiques. . . . Les townships (cantons) sont entièrement habités par une population d'origine britannique et américaine: et on peut dire qu'il s'agit de divisions établies uniquement pour des fins d'arpentage. Dans la gestion de toutes les affaires locales, les "Eastern Townships" (Cantons de l'Est) font piètre figure à côté de l'Etat limitrophe du Vermont où, dit-on, les institutions municipales sont les plus complètes, même de toute la Nouvelle-Angleterre. Dans tout district nouvellement colonisé de la Nouvelle-Angleterre, la loi accorde immédiatement à un petit groupe de familles rapprochées l'une de l'autre le pouvoir de se cotiser pour fins locales et d'élire des officiers (administrateurs) locaux."

Et Durham ajoutait, comme conclusion à l'introduction de son rapport, ces phrases qui démontrent sa connaissance de la science politique:

"C'est à peine s'il y a, dans le Bas-Canada, un semblant d'impôt direct pour des fins générales ou locales. On a déjà dit que cette absence de taxation était un grand privilège du peu-

ple du Bas-Canada et une grande preuve de la justice et de la bienveillance du Gouvernement. La description que j'ai donnée des dispositions singulièrement défectueuses prises pour l'accomplissement des devoirs les plus importants du gouvernement général et du gouvernement local va montrer, je pense, que cette économie apparente de l'argent du peuple résulte du fait qu'il est privé de plusieurs des institutions que toute communauté civilisée doit posséder. On peut difficilement féliciter un peuple de posséder à peu de frais une aussi grossière et aussi imparfaite administration de la justice, d'avoir quelque chose qui ressemble si peu à un corps de police, de n'avoir aucun système d'instruction publique, pas d'éclairage, d'avoir des rues si mal pavées dans ses cités et des moyens de communication si imparfaits que la perte de temps et l'usure que cause le transport d'un article quelconque au marché peuvent probablement être estimés à dix fois le total des dépenses qu'exigerait la construction de bons chemins."

(conclusion prochaine édition)

La Division du Québec de l'A.C.U.

Section Régionale de Montréal

La section montréalaise de l'A.C.U. a organisé le 23 novembre dernier dans un des amphithéâtres de l'Université de Montréal une importante réunion d'information sur le rapport de la Commission d'Urbanisme du Québec, dont la première édition a été mise à la disposition du public à cette occasion, ainsi que des résumés distribués à tous les auditeurs.

Le Ministre des Affaires Municipales, l'Honorable Robert Lussier a rehaussé de sa présence cette réunion, entouré de M. Rudolf Papanek, président de la Section et de M. Guy Desbarats, Doyen de la Faculté de l'aménagement à l'Université de Montréal.

M. Jean Alarant a ouvert la séance en conviant MM. Jean Perreault, président du Comité spécial de la Fédération des Maires, et Henri Mhun, économiste, à commenter certains aspects du rapport du point de vue des collectivités locales, avant de donner la parole à M. Jean-Claude La Haye, président de la Commission Provinciale d'Urbanisme.

Section de la Capitale Nationale

La section de la Capitale Nationale a participé à des journées d'étude tenues à Hull les 22, 23 et 24 novembre 1968.

M. Michel Légère, étudiant en droit à l'Université d'Ottawa, intéressé à l'animation sociale dans les milieux urbains, semble bien être celui qui a eu l'idée de ces journées. C'est donc en un sens une initiative privée au départ, qui fut ensuite soutenue par un certain nombre d'institutions et d'organisations.

L'objectif fut de renseigner la population sur le rôle et les services de certaines agences gouvernementales et de certains corps intermédiaires dans le domaine du développement communautaire et de la planification urbaine et régionale.

Notre section fut représentée continuellement pendant la durée des journées d'étude par le président de la section, M. Robert Cournoyer, Major T. S. Chutter, secrétaire, et divers membres du comité exécutif.

CPAC NATIONAL LIBRARY

These recent additions to the bookshelves of CPAC's National Library, and many others of interest to community planners, are available to Association members on a one-month loan basis. Books and reports will be sent by mail on the understanding that return postage will be paid by the borrowers.

A mimeographed National Library accession list will be sent free to CPAC members on request. Please add these titles to your list, and quote index number when ordering books.



A.C10 *The Developing Canadian Community*, by S. D. Clark. Revised to include six new essays to reinforce the author's thesis that development of Canadian society is best understood by examining changes in social organization (from 1600 on) and relating them to changes taking place in the underlying structure of the Canadian community. Pp. 313. First edition published 1962. University of Toronto Press, 1968. \$6.50.

A.M5 *Community Development Services for Canadian Indian and Metis Communities*, by E. R. McEwen. Pp. 52. Indian-Eskimo Association of Canada, Toronto, 1968. \$1.00.

A.P2 *Readings in Urban Sociology*, edited by R. E. Pahl. A collection of articles including translations of research done by Czech and Japanese writers who have made important contributions to urban study. The editor, author and lecturer in urban sociology at Kent University, Canterbury, introduces the volume with a guide to international literature on the subject. Pp. 329. Permagon Press Ltd., 1968. \$7.00. Paperback \$5.00.

B.S7 *Canadian Real Estate - How to Make it Pay*, by Richard Steacy. How to buy a house, property, a piece of bushland or how to sell property, understand mortgages, create a giant high-rise development - all discussed clearly by a successful realtor. Pp. 236. Peter Martin Associates Ltd., Toronto, 1968. \$6.95.

B.T5 *Rural Canada in Transition*, edited by Marc-Adelard Tremblay and Walter J. Anderson. A recognition for the need of comprehensive plans to deal with persistent regional, economic and social inequalities based on Levis Conference. Pp. 420. Agricultural Economic Research Council of Canada, 1968. \$3.00.

C.D1 *The Pollution Reader*, by A. DeVos, N. Pearson, P. L. Silverston, W. R. Dryan. Combined efforts of social scientists, planners, geographers, architects, public health workers, etc., based on the national conference on: "Pollution and Our Environment", under the auspices of the Canadian Council of Resource Ministers. Pp. 258. Harvest House, Montreal, 1968. Paper \$3.50, cloth \$5.95.

REPORTS:

Apartment Communities - The Next Big Market, by Carl Norcross and John Hysom. A survey of who rents and why. Pp. 83. Urban Land Institute, Washington, D.C., 1968. \$6.00.

Some Major Problems of Regional Development. Second report and review deals with key aspects of basic development and definition of general principles to inspire national policies of socio-economic development. Pp. 79. Canadian Council of Rural Development, 1968.

Lower St. Lawrence, Gaspé and Iles de la Madeleine Area of Quebec. Federal-Provincial Rural Development Agreement. Pp. 61. Dept. of Forestry and Rural Development, Ottawa, 1968.

Urban Land Use in Ontario - Areas and Intensities. Pp. 32. Department of Municipal Affairs, 1968.

First Canadian Urban Transportation Conference. Study papers, articles, summaries and reviews prepared for the Regional Study Groups prior to the Toronto conference 9-12 Feb. 1969. Canadian Federation of Mayors and Municipalities. Three volumes.

Social Policies for Canada (Part I). A Statement by the Canadian Welfare Council, Ottawa, 1969. Pp. 78.

Report of the Task Force on Housing and Urban Development. Queen's Printer, Ottawa, 1969. Pp. 85.

Rapport de la Commission d'étude sur le logement et l'aménagement urbain. L'Imprimeur de la Reine, Ottawa, 1969. Pp. 85.

POSTSCRIPT

MOST CPAC members have accepted the new fee schedule, which became effective at the beginning of this year, philosophically if not enthusiastically. Inevitably, we have had a small amount of adverse reaction to the increased rates for individual and sustaining memberships. Who doesn't object to the rising cost of everything these days?

As National President Allan Moffatt pointed out in the last REVIEW, CPAC's National Council recommended a membership fee increase to the 1968 Annual General Meeting only after a very thorough examination of the financial situation at all levels of the Association. It had become obvious that members must assume a greater portion of CPAC's increasing operating expenses if Divisions and Branches are to develop meaningful programs. Also bearing repetition is the fact that every cent of membership fees collected by National Office is returned to Divisions (and a portion from there to Branches) in the areas where members reside.

Over and above the benefits resulting from Divisional and Branch activities, CPAC's National Office provides services to members which in many instances are of a greater monetary value than the \$7.50 individual annual fee. The provision of these additional services is made possible by a financial grant to this Association from Central Mortgage and Housing Corporation, under Part V of the National Housing Act.

Here are some of the services your membership in CPAC entitles you to receive from National Office:

- Four issues each year of this magazine (whose pages are open to your opinions and literary contributions).
- An annually-revised list of publications, films and other audio-visual aids (from which you may order material to suit your needs).
- An annually-revised CPAC National Library accession list of books and reports (which may be borrowed on a one-month loan basis).
- The preliminary program and advance registration form for CPAC's annual National Planning Conference.
- A copy of CPAC's Annual Report (on request).
- A copy of the Association's national by-laws (currently under extensive revision for ratification at the 1969 Annual General Meeting).
- Other printed material as determined from time to time by National Council.
- Individual information request and referral service.

A. T. P.



COMMUNITY PLANNING
ASSOCIATION OF CANADA
L'ASSOCIATION CANADIENNE D'URBANISME

NATIONAL PRESIDENT:

Allan G. Moffatt, P.Eng., Winnipeg, Man.

VICE-PRESIDENTS:

Claude Langlois, C.U.Q., Laval, P.Q.

J. P. Melin, Saskatoon, Sask.

IMMEDIATE PAST PRESIDENT:

Professor R. Graham Murray, Q.C., Halifax, N.S.

CMHC COUNCILLOR:

John Fowlie, Ottawa, Ont.

NATIONAL COUNCILLORS:

William Kerr, Richmond, B.C.

J. McCracken, Edmonton, Alta.

Manley LaFoy, Regina, Sask.

J. S. Heke, Winnipeg, Man.

B. A. Diekman, Toronto, Ont.

D. W. Middleton, P.Ag., Toronto, Ont.

V. Lachance, La Pocatière, P.Q.

M. R. Comeau, Jacques-Cartier, P.Q.

M. M. Somerville, Saint John, N.B.

Prof. A. J. Donahue, Halifax, N.S.

Hon. Mr. Justice J. D. Higgins, St. John's, Nfld.

COUNCILLORS-AT-LARGE:

S. J. Hefferton, St. John's, Nfld.

Mrs. M. J. Lambert, Ottawa, Ont.

Dr. R. W. Collier, Vancouver, B.C.

NATIONAL DIRECTOR:

Major-General M. L. Brennan

ASSISTANT NATIONAL DIRECTOR and REVIEW EDITOR:

A. T. Paton

NATIONAL OFFICE:

425 Gloucester St., Ottawa 4, Ont.

Published quarterly by the National Office, Community Planning Association of Canada. Editorial material may be reprinted or used on radio or TV without special permission but acknowledgement will be appreciated. Contents listed in the Canadian Index to Periodicals and Documentary Films. Authorized as second class mail by the Post Office Department, Ottawa. Individual membership in CPAC, including annual subscription, \$7.50; subscription only, \$3.00; single copies, 75c; annual student membership, \$1.00. ☐ Publié trimestriellement par le bureau national de l'Association Canadienne d'Urbanisme. La matière rédigée peut être réimprimée ou employée à la radio ou à la télévision sans obtenir préalablement une permission spéciale; un crédit serait toutefois apprécié. Le contenu est inscrit à l'index canadien des périodiques et des films documentaires. Autorisé comme matière de seconde classe par le ministère des Postes, Ottawa. Membre particulier de l'ACU, y compris un abonnement annuel, \$7.50; abonnement seulement \$3.00; chaque exemplaire, 75c; membre étudiant, \$1.00.